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AESTRACT

Reports from the sixteenth summer conference of the UCLA Junior College Leadership Program series, the 1972 National Conference on "Community Junior Colleges and Universities: Partners in Higher Education," are presented. The reports concern the following topics: (1) Perspectives in Community Junior College-University Relationships; (2) Community Junior Colleges and a University Work Together: Reports from Southern California Community Junior Colleges and from UCLA; (3) Community Junior Colleges and Universities Work Together: Action Reports--"Michigan State University and Community Colleges," "The University of Texas and Community Colleges," "Community Colleges and Florida's Universities: A Helping Relationship," (4) Community Junior Colleges and Universities Plan Together: Proposals for Action--"The Development of Chicano Community College Administrators: A Proposal," "University-Community College Articulation: A Progress Report and Action Proposals from the Esso Education Foundation UCLA Project"; and (5) A Further Look to the Future: Career Education. (KM)

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Community Junior Colleges and Universities: Partners in Higher Education

A Report of a National Conference Sponsored by the UCLA Community College Leadership Program, the UCLA Danforth Junior College Program, and the American Association of Community and Junior Colleges Council of Universities and Colleges

University of California, Los Angeles
July 6-8, 1972

Edited by
Frederick C. Kintzer

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Community College Leadership Program
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FOREWORD

The 1972 National Conference on "Community Junior Colleges and Universities: Partners in Higher Education" was the sixteenth summer conference of the UCLA Junior College Leadership Program series. The three-day meeting climaxed a year of emphasis on the relationship between community colleges and universities as authorized by the Steering Committee for the Program's Advisory Council.

The theme of the conference represented a major portion of the Advisory Council's 1971–1972 agenda. Two sessions were held during the year on "A University Focuses on the Junior College." At these meetings, various university-sponsored research efforts having specific application to community college education were identified and discussed in open sessions. The National Conference, co-sponsored by the UCLA Community College Leadership Program, the UCLA Danforth Junior College Program, and the American Association of Community and Junior Colleges Council of Universities and Colleges, was a direct outgrowth of interest shown by community college and university spokesmen alike.

While relationships between community colleges and universities have improved considerably is recent years, there is still much room for improvement. For example, systematic provisions for the transfer student have not kept pace with the dramatic increase in transfer-bound lower-division students. While statewide policies are being developed in several states, only Florida and Georgia are currently operating plans on a statewide basis—and even these two differ markedly. Other agreements are found in a scattering of institutions across the country, but only where the pressure of excess transfer applicants compels action. The transfer relationship between institutions of higher education is but one area where improvements are critically needed if students are to be well served.

In the opening session, all three speakers (Chancellor Young, President Fordyce, and Professor Shay) addressed the importance of partnerships in higher education. Action reports from university and community college representatives comprised the second and third sessions of the conference.

Closing the second session was a lively panel discussion of research and other activities at UCLA. The functions of the Advisory Council (and their actual and potential implications for other institutions), the differences between institutional research at universities and colleges, foundation and federal funding, and the use of available literature were included in the topics discussed.

Special reports of cooperative efforts, presented by university professors from Michigan State University, University of Texas, and the University of Florida, and by the presidents of Lansing, Dallas County, and Florida Keys community colleges, followed the panel discussion of research at UCLA. Information re-

ports from several other states, including Arizona and Iowa, were presented from the floor. In these sessions, specific attention was given to methods by which community colleges could apply the findings and outcomes of research conducted in universities and use the services of such organizations as the ERIC Clearinghouse for Junior Colleges.

"Proposals for Action" in three areas of general interest were featured in the next sessions. Following discussion sessions, chairmen of the groups offered suggestion for ways to meet the needs of minority groups, to provide more effective articulation on a statewide basis, and to organize a Council of Universities and Colleges that would be an official body in the recently re-organized American Association of Community Junior Colleges.

Two presentations on Career Education concluded the National Conference. Professor Melvin Barlow of UCLA outlined the need for versatile career programs in community colleges and called for programs at the university level to train teachers in career education fields. Peter Muirhead, U. S. Deputy Commissioner of Education, outlined provisions incorporated in the Higher Education Omnibus Bill. He also responded to a number of questions concerning this important legislation, termed a "landmark in the history of higher education." Copies of the Act were made available to all participants.

Over 200 attended the conference representing 22 states and the Province of Alberta, Canada. The editor wishes to thank all of the educators who prepared papers, and those who contributed to the discussion sessions as chairmen or panelists. Special thanks are due, of course, to the Danforth Foundation for generously providing funds for the publication of this Occasional Report. The recording and transcript work of Mae Seidner and editorial services provided by Hazel Horn were much appreciated.

FREDERICK C. KINTZER

SECTION I

Perspectives in Community Junior College–University Relationships

CHARLES E. YOUNG

COMMUNITY JUNIOR COLLEGE–UNIVERSITY RELATIONSHIPS: PERSPECTIVES FROM A UNIVERSITY CHANCELLOR'S OFFICE

I am honored to welcome you to UCLA, and greatly pleased that I could arrange my schedule to be present. Just four years ago this month—on the day the Board of Regents of the University announced my appointment as Chancellor—I spoke to the Eastern Section of this group.

The years since have been vigorously interesting, with more than a fair share of crises, but one benefit has been getting to know Professor B. Lamar Johnson well and also the work he has done in junior college education. As you know, he is retiring and will be missed by all of us. I know that his departure from active participation comes at a time when there will be no diminution in changes in viewpoint as plans for the expanding role of the junior college develop and mature. To continue the program he has operated without maintaining its upward trend, would indeed be an error.

Today also gives me the opportunity to touch on issues in higher education that are important, and that I hope will raise points you will want to follow up at this conference.

First, I should like to discuss the changes taking place today in all facets of higher education, and the changes in relationship among them that will inevitably occur. In the long history of higher education, the methodology and responsibilities of education changed gradually and gently. I believe strongly, however, that at this particular point in time, the fundamental nature, the degree, and the rapidity of change are greater by many orders of magnitude than was true for the past. Today any of us who are unprepared or unwilling to recognize the urgency of these changes and adapt to them are going to see our institutions become ineffective.

Even a casual reading of the popular, as well as the professional, literature on higher education indicates that attitudes toward it are altering on the part of legislators, the public, parents, students, and, just as important, faculties.

In a recent issue of *Harper's Magazine*, a writer spoke out against "consumerism" in higher education and the premise that the longer one attends school the greater the value that will accrue. Some of the students who were led to accept

this concept now find themselves with doctorates and jobs for which those degrees were neither required nor intended.

Another article, in *Education,* reports that some universities, after taking a new look at their undergraduate programs, are shortening them from the traditional four to three years. Whether this reaction to the pressures of costs and student boredom will be successful remains to be seen.

Most important of all, the whole thrust of the new Federal Higher Education Bill seems to be away from the large university and toward the small college. Financial support dwindles as the institution increases in size, a fact that has many implications for our own university, ones that we can now only estimate but that will have great consequences. They will also be significant for the other institutions that will have to assume the burden that is being shifted from us.

Overall, I believe that higher education is going to play a different role in society than it has in the past two or three decades, when it represented to the public an object of respect and a goal to be attained. It is simply less important in the minds of many people today, especially those in a position to provide the resources on which it depends for its existence. The article in *Harper's* estimated that realization of the aim of providing high quality education beyond preparatory school for all young people, a phrase once generally accepted, would cost some preposterous sum such as $250 to $300 billion a year. Given the current mood of the taxpayers, we are obviously going to have to readjust our aims, our methodology—or our definitions!

This is already occurring naturally by a slowing down in the surge of applications, as reported by the National Association of State Universities and Land-Grant Colleges. For perhaps too long, many in higher education, basing their calculations on birth rates, acted as if the upward curve in enrollment were going to continue in perpetuity. There had to be a leveling off at some point, and we seem to have reached it—perhaps earlier than we anticipated.

The reaching of this plateau, and the Higher Education Act of 1972, which I mentioned earlier, are going to have vast but different consequences for all levels of higher education—particularly in the State of California and undoubtedly in the rest of the country, although to a lesser degree.

The two factors jointly will result in a dampening of growth and a reappraisal of the purposes of all programs at the university level, and will have similar, though perhaps not as great, effects on all four-year schools. However, the converse will be true for the junior colleges in the way of enrollments, interest, and financial support.

All this means that, if we are even to adjust to, let alone take advantage of, the situation we face, we must work very hard to develop cooperative programs among all three segments of higher education, especially between the universities and other four-year institutions on the one hand and the junior colleges on the other. While the cooperation must occur on all fronts, it should emphasize the development of student educational programs in which an increasing proportion of those who go on for bachelor's and advanced degrees will receive their first two years in the junior colleges.

It is vital that these programs be based on a truly cooperative attitude and an interest in the student by those both in the junior colleges and in the universities

and other four-year institutions. Our consortia with junior colleges could be cited here, but are only one example. There should be an attempt at the outset to identify those students who are going to continue to the third and fourth year (or more) following junior college and to provide them with the type of educational and career counseling that will insure that they know about alternatives and are prepared for the transfer.

Along with cooperation in preparing students academically, there must be a cooperative approach to financial aid for them while they are at the junior college level. Certainly this is a more economical use of the resources available for the total number of students, for it would cost much more to help them if they came directly to the university as freshmen.

However, just as it is true that many people should have been in college and the university at all levels (including the Ph.D.), but have been denied access for economic, social, or legal reasons, it is also true that many, particularly in recent years, have enrolled in the university for the wrong reasons, really don't need to be there, and ought to be somewhere else. I believe we will see a shift of these people—for whom university education may not even be what they want—to other activities for which they will need different training.

This preparation for meaningful technical and paraprofessional occupations represents the second major function of the junior college. It was one of the basic concepts of the role of the junior college and must not be forgotten.

One problem that we in the University of California, and I am sure it is not unique to us, have confronted in the past few years has been the pressure to do things that we are not equipped to do and that are not appropriate to us. Because of the urging of our consciences, and because of the belated recognition of the educational needs of disadvantaged and minority students, we have tried to do these things on a crash basis. In the process, we have to some extent diluted our resources, confused our efforts, and limited ourselves in the things that are our fundamental and unique responsibility.

In saying that the university should limit its activities to what it does best, I am in no way implying that it should abandon other responsibilities or that it is losing faith in the people of this country. Given the breadth and variety of institutions of higher education in America, it is unrealistic to think that each should duplicate all or even most of the offerings of the others. We should allocate our scarce resources (of space, money, and talent) as carefully as we assign the declining number of places in the university.

Just as all campuses cannot and should not duplicate the offerings and specializations of each, the university should not duplicate what the state and junior colleges do as well or better—and at lower cost. I believe, therefore, that the current changes in circumstances and attitudes, and the changes in funding sources and arrangements, if properly understood and taken advantage of, will be fundamentally beneficial to all elements of higher education.

One last area of university and junior college relationships on which I should like to comment is the role of the university in the education of faculty for the junior colleges. To my knowledge there has never been a real consensus by either party on what constituted the best preparation for junior college instruc-

tors. Recently there has been much discussion on the subject within the University of California, much of it, I fear, not terribly well-informed.

We need to achieve much better communication with you in the junior colleges to determine what you really need and want that we can provide. Without more information, it is likely that we will start taking action on propositions considered valid simply because they are either super-simplistic or new. I am deeply concerned about proposals for such degrees as a Master of Arts in Teaching, a Doctor of Arts, or similar programs in addition to the degrees we already offer. The matter may seem especially important in the short term, when the current surplus of Ph.D.'s in some fields could become available as junior college faculty, but the long-term benefits of creating an interim-level degree may be unproductive for a variety of reasons.

I have heard statements that if we do not undertake some sort of new degree program, someone else will. In view of my earlier comments on the shifts to be expected in enrollments, financing, and responsibilities, I am certain that it would be perfectly proper for someone else to do so, unless it is something for which we have unique abilities, resources, obligations, and convictions.

I want to assure you that we wish to cooperate in this area (as in all others) with all elements of higher education but, to do so effectively, we must have more information from you. I hope your meetings will produce that result.

JOSEPH W. FORDYCE

COMMUNITY JUNIOR COLLEGE–UNIVERSITY RELATIONSHIPS: PERSPECTIVES FROM A COMMUNITY JUNIOR COLLEGE PRESIDENT'S OFFICE

A partnership has been defined as a contract entered into by two or more persons under which each agrees to provide part of the labor or capital for a business enterprise and under which each agrees to share the losses or gains in some fixed proportion. More encouraging definitions of "partner" are, for example, "a person associated with another or others in some activity of common interest, especially, . . . *either of two persons dancing together*" or certain synonyms, including colleague, ally, confrère, accomplice, and associate. For the purposes of this conference, the most interesting is the synonym "accomplice," which is further defined as "more specifically, someone who assists another in a single crime." Most of us who have been on the cutting edge of our critics' barbs would say that the only difficulty with that definition relates to what seems to be, in our critics' views, the magnitude and the quantity of the crimes.

The fact remains, however, that the partnership in higher education has essentially been, over the last ten years, a happy and productive one—less given to crime than to invention and creation of new opportunities and greater service. To many of you who think positively and many of our critics who think negatively, the specter of individuals who have run sorely afoul of our transfer processes would be less optimistic. What of Sally Smith who transferred to Seawash University and lost 32 of her 64 credits in the process? What of Johnny Jones who, in the transfer process, had all of his A's earned at Cosmopolitan Junior College reduced to C's when he transferred to Allegheny State University? What about Alice Brown, who made all A's at City Community College and who flunked out at the end of the first term at Elitist University? These questions are not to be overlooked or ignored and will be inspected more closely shortly.

Meanwhile, let us examine some of the successes and challenges that our practices suggest for the future. A brief review of the history of higher education in the last fifteen years, especially of the development of community junior colleges, will be helpful.

THE STATE OF HIGHER EDUCATION

In the late 1950s and the '60s, when the community junior college burst on the scene with dramatic rapidity, old junior colleges were revitalized and new ones were born, almost literally, at the rate of one a week. Within fifteen years, en-

rollment soared from a small percentage of the total college population to, in many states, a majority of students attending colleges of any sort, e.g., 87% in California.

The community junior colleges were born at a time of great social change in America. The common man became uncommonly vocal, and reverence and respect for time-honored traditions and other institutions gave way so rapidly as to frighten the more conservative, even though the pace seemed dreadfully slow for the "have-not's," with their visions of the Promised Land. The relationship of these changes to the development of America's community junior colleges and the rest of higher education is hard to assess, for it is difficult even now to know which was cause and which was effect. Regardless of basic causes, however, several factors in higher education, related to this whole sequence of events, seem important to future directions and are becoming increasingly clear. They are considerations that give us pause as we consider this relationship that B. Lamar Johnson, Frederick Kintzer, and their colleagues have been pleased to call a partnership.

First, the élitist notion in higher education in America has been forever abandoned. The chasm that once existed between secondary and post-secondary education has been effectively bridged—the development of the people's colleges has caused it to disappear in many instances. Man came to recognize the necessity for post-secondary education to meet the demands of the individual both as a general citizen and as a useful member of the work force. The complexities of life are such that a lesser level of education is no longer enough to meet both individual and societal needs. Along with recognizing this necessity came an even more important understanding: the fact that, save for disease or injury, American citizens can undertake meaningful patterns of post-secondary education. They need it and can use it. The traditional evaluation of aptitude and intelligence that tends to group individuals as "have's" and "have-not's" has given way to a recognition of the still unfathomed depths of human potential. As part of this concept, however, and at the very time when educational opportunity has indeed been expanded in the '70s (and, no doubt, into the '80s), there arises a peculiar, almost counterbalancing, effect—the number of college students will tend to decline. During the '70s, the percentage of the growth rate will decrease, and in the '80s, unless something dramatic happens, the absolute number of college students will decrease as well. Whether or not this decline will contribute to more harmonious relations among institutions of higher education remains to be seen.

Second, education has come to be prized for its usefulness and relevance. This concept must not be judged on a narrow, utilitarian bias, leading us to substitute training programs that may meet some of today's problems while narrowing the opportunity to build for a greater tomorrow; on the contrary, education must serve mankind. Vocational education in the narrow sense must give way to the concept of adequate preparation of self-realizing and self-actualizing human beings in all other fields of competence as well.

The utility of education has come to relate to how much it contributes to the total, complex life situation of every individual, and therefore we believe that, in the '70s and '80s highly varied patterns of college attendance will develop.

Education is likely to be pursued, or entered into, in what Medsker[1] refers to as an "intermittent pattern." It is even better described as "continuing" education in a new and broader sense of the term. Perhaps there can even emerge a concept of "continuous" education as taking advantage of continued opportunities for education in reacting to different kinds of life situations. This is an opportunity that must, that will, and that should be available to every citizen all the days of his life. Only then can a true democracy be preserved and strengthened.

Third, the college experience has become varied, more profuse, less well-defined. Trends of the last fifteen years have shown that college institutions will come in many sizes, shapes, and patterns in the years ahead. Patterns of nontraditional education beyond the high school, including the open university of England, the cluster colleges of America, and the consortia of institutions of this and other countries suggest that the institutions of the future will be less like each other and less like their traditional forebears than our imagination can now clearly conceive.

Fourth, we have the financial crisis. It is unlikely that money for public education, or for any kind of education—and certainly for public higher education—will flow nearly as easily as it did in the late '50s and '60s. We should be particularly concerned with one aspect of this crisis as we examine continuing relationships among colleges and universities. The questions are: Will hard times spoil the relationships that have so far been developed? Will we tend more to acknowledge our limited resources and redouble our determination to do cooperatively what we are unable to do singly? Or will it, as the president of one of the distinguished eastern universities recently asked, be more likely that we will fight each other like cats and dogs? Will the period of relatively hard times expected in the next ten to twenty years allow us to continue good relationships or will it push us further apart and increase the patterns of destructive competition that we now occasionally experience?

The fifth and final consideration of the '70s that relates to the potentiality for partnership is clearly the need for accountability. Almost everyone has insisted that everyone in education—teachers, counselors, administrators—must learn to face this need. We shall be asked more and more frequently such questions as: What do the students really learn? What difference does it make? Where are the wastelands in all of this vast array of costly education? We all wish that those who preach the doctrine of accountability would turn it around and apply it to themselves. Accountability, if it is to work, must pervade every aspect of our citizenship, every kind of institution. It is only in that climate that education can be made accountable. We cannot, for example, be truly accountable for providing adequate programs of education unless those who supply us with the financial resources make themselves accountable—namely, by providing reliable and consistent support. We must still face the challenge of evaluation in dramatically new and productive ways, for, if we don't, our "partnership" may well find itself with neither partner in a position to exist at all, let alone co-exist with the other.

It is against this background that our attempts at building good relationships must be tried and assayed, for there will be times when education will indeed

[1]Leland L. Medsker, remarks at convention of American Association of Community and Junior Colleges, 1972.

change. An inscription on the placard for Mark Twain in the Hall of Fame reminds us that "loyalty to petrified opinion never yet broke a chain or freed a human soul."

Cooperation in education is an innovative business—one that is challenging and exciting. A successful partnership, built on these assumptions, could emerge with many facets, in many aspects—and frequently does. Consider the contributions made in recent years by our great consortia.[2] (I invite your attention to the forthcoming report of the work of the conference pertaining to the consortia and their activities recently convened in St. Louis by the Danforth Foundation.) In St. Louis and environs, a good example is the operation of the Higher Education Coordinating Council (HECC). This council engages *every* institution—public and independent—of the whole area (including several institutions in the State of Illinois) in attempting to solve mutual problems. At least a dozen major projects, cooperative ventures all, currently engage their attention through the HECC. Committees are presently considering, for example, improvement in the availability of the college opportunity, use of computers, the improvement of student teaching, the use of educational television, communication among graduate deans, and reciprocal arrangements among libraries.

The League for Innovation in the Community College, a consortium of sixteen major junior college districts scattered throughout the nation, is likewise engaged in cooperative ventures designed to smooth relationships among all institutions and to take every possible advantage of learning from each other's attempts at innovative and experimental practices in education. Recent projects—completed, under way, or planned—include increased efficiency (both fiscal and educational) in instruction, efficiency in community college management, a field study of Yugoslavia, the responsibility of division chairmen, improved strategies for student personnel work, improved opportunities for disadvantaged students, an exchange of instructional objectives, better design for institutional research, and the place of career education. These samples suggest the common concerns of all of higher education and the need for cooperative efforts toward meeting them. Many other areas must also claim our attention in the years ahead.

STUDENT FINANCIAL AID

The increasing importance of adequate programs of student financial aid has assumed greater significance with the passage of the Higher Education Amendments of 1972. It now behooves all institutions to enter into cooperative arrangements based on the principles so well enunciated by the College Scholarship Service Council of the College Board. The Cartter panel, speaking for the Council,[3] noted:

1. the rising costs of operations and of attending college
2. the growing inadequacy of financial support from traditional sources
3. the heightened significance of higher education to the individual and to society in an era of unparalleled technological advance

[2] Farris D. Patterson, *Comprehensive Bibliography on Interinstitutional Cooperation* (Kansas City: Kansas City Regional Council for Higher Education, 1971).

[3] "Financial Aid Principles Adopted by the College Scholarship Service Council," in *The Possible Dream* (New York: College Entrance Examining Board, 1971).

4. the realization that equal access to higher education is essential to insure equal opportunity for all citizens.

The council noted, therefore, that:

1. The purpose of any financial aid program—institutional, governmental, or private—should be to provide monetary assistance to students who can benefit from further education but who cannot do so without such help. (Note that it says nothing about their ability to decipher calculus, play the tuba, or to outslug opposing left tackles.)
2. Each college has an obligation to assist in realizing the national goal of equality of educational opportunity. It should work with schools, community groups (especially important to this present topic), and other educational institutions to support this goal. Although it is clear that financial aid is most needed in the first two years of college, plans must be developed for funds to follow needy students into their third and fourth years and beyond if necessary, no matter where they choose to study.
3. Concern for the student should be paramount. Financial aid should be administered so that other interests, important as they may be, are subordinate to the needs of students.

On these principles, in the years ahead, it will be as important to insure the optimum marshaling and use of student aid resources as it has been in the past to give adequate concern to more traditional forms of institutional support. Such cooperation is essential both to the citizens and to the institutions.

RELATIONS WITH SECONDARY SCHOOLS

Consider also the situation of the secondary schools. The question now is not Can they maintain their quality?, but Can they continue to exist? In Detroit, the public schools are faced with an horrendous financial deficit that may impose a reduction of the school term by one-third. In Washington, D.C., the reduction is likely to take the form of eliminating what educators have permitted to be called frills, e.g., guidance and counseling, special education for the disadvantaged, and career education. The secondary and elementary schools should receive cooperative concern and action by the universities and the community junior colleges for at least three reasons:

1. Unless they receive our cooperation and strong support, they will cease to exist as we have known them in many parts of the country.
2. Successful articulation programs—as between secondary schools and colleges—can become provocative models for programs of intra-higher education articulation procedures. Two recent reports of such enterprises were most impressive: UCLA's own ERIC[4] report on successful practices and the report[5] of the recent conference in Washington, supported by Danforth and the Institute for Development of Educational Activities (IDEA), in which high school students and the nation's leaders "told it as it is."

[4] *Junior College Research Review*, Vol. 6, No. 10, (University of California, Los Angeles; ERIC Clearinghouse for Junior Colleges, June 1972).

[5] *Reassessing the Relationship Between High School and College* (Dayton: Institute for Development of Educational Activities, Inc., 1972).

3. Community colleges can serve as the chief instruments of recruitment, in its best sense, for all of higher education. Granted that this proposition requires more faith from the universities than the junior colleges have yet earned from their august confrères, the fact remains that community colleges—because they are community institutions, because, for the most part, they are dedicated to a continuity of educational opportunity, because they are willing and able to provide the kind of education that bridges or eliminates the gap between secondary education and higher education—are the best recruiters for *all* of higher education. A few institutions might doubt the ability or the willingness of junior colleges to do this for them, but in the long run and for most upper-division institutions, the opportunities far outweigh any possible disadvantages. (After all, if you can't trust your community college, whom can you trust?)

In these times of diminishing enrollments and resources, *all* institutions of higher education will depend to an increasing degree on the concept and the article of faith that the continuation of the American democracy rests on a pattern of continuing and continuous education for all its citizens. If this faith is valid, competition for scholars and students can and must give way to a dedication to cooperative action that gets each citizen into the kind of educational enterprise from which he can profit most.

THE TRANSFER BUGABOO

Last, we come to the question of "partnership" referred to earlier, which many may believe should have claimed all our attention. The transfer of students from one institution to another is an interesting question, made poignant and frequently embarrassing when interested citizens and parents ask about Sally Smith or Tom Brown or Jack Justice who "lost 64, or 72, or 29 credits when he transferred from college X to college Y," or who "made all A's at college M and flunked out when he transferred to college O" or who "had his grade-point average reduced by half because Dean Almighty at the university said that junior college B's are only half as good as the university's." Certain considerations and principles are essential to a successful relationship in this area.

First, the American college student is highly mobile. Transfer is not a one-way or even a two-way street; it's more like a traffic circle, but less well controlled and with fewer directional signals. Probably more students transfer *to* than *from* community junior colleges. Educators in junior colleges have complained, sometimes bitterly, about the poor reception of their transfers by four-year colleges, but have often been guilty of providing a less than hospitable welcome to those they receive. A certain defensiveness that has prompted them to be "restrictive," to be "severe," or to "uphold standards" can now give way to a position based on more legitimate principles. Our institutions, university and community college alike, can no longer afford the luxury of confusing difficulty with excellence.

Second, to the greatest degree possible, systems of "bloc" transfer of credit—or even more important, of "educational achievement"—must replace our current piecemeal, even picayune, item-by-item approach. With CLEP and other

progressive devices, we are on the verge of having innovative approaches to evaluation available. It goes without saying, however, that they must be used to facilitate, not to impede, the student's orderly progress toward his educational goals.

Third, every device imaginable must be used to help the student when he needs it. The use of total educational career counseling early in his college experience, the maintenance by the junior college and the university of tranfer "half-way houses," the employment (as at the Florida State University) of a transfer ombudsman are only a few of the practices that may prove increasingly useful.

CONCLUSION

The art of partnership is difficult and complex because, among other reasons, our institutions are complex and not themselves consistent and internally coherent. It is my belief, hope, and faith, however, that students and citizens of the future, as they view our "invitation to dance together," will not throw up their hands in despair and cry, "Ain't that a crime?"

THOMAS M. SHAY

THE WORKING RELATIONSHIPS OF AACJC AND THE COUNCIL OF UNIVERSITIES AND COLLEGES: SOME PROPOSALS FOR A COUNCIL POSITION PAPER

It is both an honor and a challenge to discuss ways in which the American Association of Community and Junior Colleges[1] and the nation's senior colleges and universities may continue to expand their working together.

During the past year and a half, members of the council have given a good deal of thought to the topic assigned to me for discussion at this conference. A sub-committee of the Executive Committee of the Council prepared a position paper for Project Focus. Much of this paper is based on the work of that sub-committee and its members, to whom I wish to give due credit.

It may be useful to review briefly the history of the council. It has grown gradually and almost casually, beginning in 1966 with quite informal meetings of professors at the AAJC conventions. For several years, these meetings were convened by Frederic Giles of the University of Washington. The group became somewhat more formally organized during the Atlanta convention in 1969. Recently, both program and business meetings have been held each year, and attendance has increased steadily. For a number of years, we have also held occasional regional meetings of professors of community college education, and although they are usually held in conjunction with annual meetings of regional accrediting associations, they may be considered regional meetings of council members.

The council, since its inception, has kept its organization quite loose. Since the Atlanta meeting, it has elected a chairman and vice-chairman each year, and has had an Executive Committee consisting of the Chairman, Vice-Chairman, six Regional Representatives, and four Special Interest Group Representatives. It has published a few issues of a newsletter, but has had no membership definitions, requirements, or dues. Membership has consisted of professors in four-year colleges and universities who are "interested in community college education." The council's affiliation with AAJC has also been quite informal. The association staff has been most helpful and cooperative, although it has had

[1] Until July 1971, the American Association of Junior Colleges.

no time or money allocated specifically for work with the council. With no stated membership conditions, it had been impossible to provide membership lists, but, in the fall of 1971, James Nelson of Michigan State University (then Vice-Chairman and now Chairman of the Council) prepared a carefully updated mailing list of professors "interested in community college education." It contains the names of over 450 persons, all of whom, for the moment, may be considered council members.

In the past two or three years, interest has increased in defining the purposes and functions of the council, an interest reinforced by the association's Project Focus and, in particular, by the Project Focus position paper prepared by a council committee. At the 1971 Dallas meeting, when the council voted to undertake a self-study of its purposes and functions, a beginning was made on the Project Focus position paper.

With this bit of background, we now examine certain potentials for interaction between the council and the association. Four factors govern this interaction:

1. the needs and interests of community college constituent groups, including all members of the communities where they are located
2. external conditions, particularly availability of funds
3. the interests and capabilities of council members and their institutions
4. the interests and organizational conditions of the association.

We can scarcely overemphasize the importance of the first factor, for those community college needs and interests are the conference's, the council's, and the association's reasons for being. At the risk of intruding on the topics of preceding and succeeding speakers, I should like to touch briefly on this point. There is clearly a fairly extensive and apparently growing feeling on the part of community college personnel that university and senior college programs are not adequately serving the real needs of community colleges. The prevalence of this feeling is supported by the National Advisory Council on Education Professions Development, whose report was distributed recently. In it the council stated that:

> The situation is so intolerable that some critics have suggested that universities should not even attempt to prepare community-junior college staff. These critics have recommended that all available energies and funds should be channeled into programs of inservice education to be coordinated by the community-junior colleges.[3]

This feeling is due in part to poor communication and inadequate understanding of what graduate institutions are doing, but also to graduate institutions that tend far too frequently to offer what is convenient, what is traditional, and what suits the interests of their professors, rather than what is genuinely and currently needed and wanted for the improvement of community colleges. I am not proposing that we university and senior college professors should abandon our participation in leadership and simply react to the opinions of others. I am sug-

[3] National Advisory Council on Education Professions Development, *People for the People's College: A Report of the National Advisory Council on Education Professions Development* [1972], p. 169.

gesting that we should base our work and our leadership activities on present and projected reality in community colleges.

The second governing factor, "external conditions, particularly availability of funds," warrants a separate paper. I shall state here only what seems obvious: If the Council of Universities and Colleges as an organization is to be an effective force in community college education, it must be prepared to pay its own way. We can expect encouragement, cooperation, and secretarial support from the association, but we have no reason to expect any substantial financial support from it. Members of the Council's Executive Committee have been considering this matter and plan to give financing a high priority in forthcoming committee sessions.

The third and fourth of these governing factors were considered at length by the council committee that prepared the Project Focus position paper. A restatement of portions of that paper should help in later discussions at this conference.

> The members of the Council of Universities and Colleges who were present at the March 1, 1971 business meeting unanimously agreed that the Council should follow the lead of the Association and examine the Council's purposes, functions, and activities. Although there is as yet no formal structure for such self-examination, there has been much discussion of the matter. From this discussion, it is clear that professors of junior college education commonly regard their professional work as being related to one or more of the following functions:
>
> 1. consideration of philosophical and theoretical concepts related to junior colleges
> 2. research related to the junior college
> 3. preparation and in-service education of junior college staff
> 4. relating junior college concepts and concerns to various persons and groups in senior colleges and universities
> 5. consulting with and advising junior colleges.
>
> It follows that the Council of Universities and Colleges should be concerned with these functions and others that may be identified. Further, it seems clear that the Association roles of the Council and its members should be those that (1) help Council members to perform their work more effectively, and (2) enable Council members to contribute appropriately to the activities of the Association.[3]

I should like to discuss in some detail three of these items, and simply touch the other two.

I. Consideration of Philosophical and Theoretical Concepts

This heading does not refer to mere conviction or goodwill. It is one thing to say and believe that easy access for all to higher education is a good thing; it is quite another to work out and defend a comprehensive philosophical analysis of

[3] "The American Association of Junior Colleges: Some Observations Regarding Its Purposes, Functions and Organization." A position paper prepared for Project Focus, by a Subcommittee of the Council of Universities and Colleges, Mimeograph (June 1971), p. 5.

the reasons for and the consequences of such access. Similarly, while it is a simple matter to espouse broad-based participation in institutional decision making, it is not simple to develop a theoretical construct of decision making that takes into account what we know of personality needs, legal responsibility, organizational change syndromes, and dozens of other factors. It seems that, in both instances, the second, more complex of the options will be of greater long-term use to community college education.

Discussion of this function brings up one of the more complex issues facing professors concerned with community colleges, namely, the proportionate weights given to philosophy, theory, and practice in senior college and university programs in community college education. Although less frequent now than two or three years ago, there is still a demand for "relevance" in education, including graduate education. Unfortunately, as relevance is sometimes construed as being non-theoretical, a relevant education is considered by some to teach only "How to do it," and not at all "Why do it?" or "Why do it this way?"

Such a definition of relevance seems quite short-sighted. Technique is important (and will be taken up later in this paper), but workable and appropriate techniques vary from one situation to another. Sound philosophy and theory, on the other hand, have validity in nearly all situations, and serve to guide the practitioner in working out techniques appropriate to whatever situation he is in. University and senior college professors should be basically concerned with developing and defining a sound philosophy and theory of community college education. Further, they should take the responsibility for presenting the philosophy and theory in ways that make clear their relevance and importance. Such concerns and responsibilities are by no means limited to us, the professors, but we do have here a particular obligation.

How does or how might the association relate to this professional function? I suggest that the association can encourage its performance in at least three ways. First, it can actively seek out sound philosophical and theoretical writings for publication in the *Journal* or in monographs. Second, in the annual conventions, it can schedule sessions devoted to complex philosophical and theoretical issues. Third, through its examining and critical functions, it can identify areas of community college education that particularly need careful analysis and can encourage senior college and university professors, and others, to undertake such analysis.

II. Research Related to the Community College

Several basic points should be made initially concerning this function:

1. We need both basic and action-oriented research on needs identified by community colleges.
2. We need more and better coordination of research to make the best use of individual projects and to avoid needless duplication.
3. We need more brief publications that consolidate research findings and explore the practical implications of the findings.
4. We need more money to support research and we must use the funds more effectively and efficiently.

How may the association and the council work together on these matters?

First, I suggest an Association Task Force be established, to identify critically needed research, both national and regional, and to propose a ten-year plan for conducting it. Such a Task Force should represent community colleges and graduate institutions equally, and should operate according to association policy, with appropriate staff functions provided by the association.

After the Task Force has established an initial plan, the council and the association could work together at identifying graduate institutions and community colleges that are interested in and can undertake specific research projects. Institutions, council, and association could then cooperate in seeking special project funds, if needed.

III. Preparation and In-Service Education of Community College Staff

Under this heading, four principal points can be made. First, it is clearly the obligation of each university and senior college program to continue to determine the pre-service and in-service needs of community colleges in its area and to attempt to meet them. (Such a study of needs in the Mountain-Plains region is currently being conducted by Donald Newport of the University of Colorado.) In this connection, it is also clear that graduate programs in community colleges should be giving more attention to in-service education (staff development). From all sides we hear the call for such services. The need for pre-service programs will continue, but the number of persons wanting and apparently needing in-service programs is vastly greater. The pre-service education offered (for instance, in the Kellogg leadership programs) has been quite effective, and has produced a sizable number of change agents in community college education. Nevertheless, graduates of these and other programs are only a small percentage of community college staff; we need to work with thousands more. Again, these points are supported by the Advisory Council on Education Professions Development, whose report was received after this paper was drafted.[4]

The second point is that better ways of capitalizing on the special competencies in each graduate program and in each community college should be available. Few programs are large enough to have experts in all the basic areas of community college education—instruction, curriculum, finance, facilities, management systems, personnel relationships, the law, community services, student personnel services, minority programs, etc.—but most have staff members expert in one or more of them. Furthermore, many community college staff members have a wealth of information on these matters. There is now some interchange of staff, through workshops and through consulting visits among the leaders in many fields. It seems both advisable and possible to increase the availability of the various experts to community colleges and graduate programs.

The council and the association could work together on this in at least two ways. One is the compilation of a roster of specialists (not limited to university and senior college professors) available to work with colleges, groups of colleges, or universities on special problems. A second cooperative action, suggested by Richard Wilson, Associate Director of the Association, is that the association could serve community colleges well by establishing a series of short institutes or workshops on special topics. They would be manned by specialists in each

[4] National Advisory Council on Education Professions Development. *Op. cit.*

topic and offered by the same staff in various parts of the country. The possible role of the association would be to organize and coordinate the meetings.

The third point is that universities and senior colleges should do their best to respond to specific needs identified by the association. As a current example: the association's Office of Spanish Speaking Fomento, together with El Congreso Nacional de Asuntos Colegiales, has emphasized the need for more Mexican-American administrators in community colleges, and at least seven universities in the Southwest are working with them to devise ways of meeting the need.

The fourth point under pre-service and in-service education is its nature and quality. I propose that a comprehensive national study of staff development programs be offered in both senior institutions and community colleges.

Again, I refer to the report of the National Advisory Council on Education Professions Development. This report, drafted by Terry O'Banion of the University of Illinois, is quite useful and should awaken any who are still at rest in the 1960s. As O'Banion pointed out in the preface, however, ". . . information on staff development programs is very scarce,"[5] and I did not have time to make a complete study for this report. I suggest that a comprehensive study be conducted over a much longer period. It should include effective modes of in-service education for community college staff with various responsibilities; the function and nature of teaching and administrative internships; means of integrating history, philosophy, theory, and practice; the place of research and the dissertation in doctoral programs; and the relationship between subject-matter studies and professional studies in community college teacher programs. It would be imperative that it consider the relative effectiveness and effiiciency of various approaches to staff development.

If carried out, such a study should be done by the Council of Universities and Colleges, with the cooperation of the association, and particularly of those association constituent groups that have a special interest in pre-service and in-service education It should be headed jointly by a university professor and a community college staff member.

An extremely important point concerning all these cooperative activities is that they must be conducted so as to encourage, not stifle, creative thought and activity on the part of individuals and groups. We must not get into the deadly habit of saying that an idea or activity is no good unless it fits some previously devised plan. On the contrary, the purpose of whatever the council and the association do together must be to continually discover and implement sound new ideas, regardless of their sources. Otherwise the effects of our work may be more negative than positive.

IV and V. Inter-institutional and Consulting Functions

The fourth and fifth of the university and senior college functions listed above may be discussed more briefly. The fourth function dealt with relating community college concepts and concerns to various persons and groups in senior colleges and universities. How this is done necessarily varies from institution to institution, according to the characteristics of the organizations and individuals involved, but professors must stay abreast of developments in the associa-

[5] *Ibid.*, p. v.

tion, in order to serve effectively as community college interpreters and advocates on university campuses. It is equally important for the association to maintain contact with as many professors of community college education as possible, to help keep them informed. This seems a clear-cut case for continued and frequent communication between council officers and association staff.

Much of what has been said concerning the first four functions also applies to the fifth—consultation and advisory services performed by professors. The importance of council-association cooperation in identifying needs and the university resources that can help meet them must be particularly emphasized.

Before concluding this paper, I shall try to respond to a pertinent question: What specific characteristics of the council members can be important to the association? I suggest the following:

1. an orientation to philosophy and research
2. experience in the development and implementation of staff education programs
3. the insights gained from the dual experience, which many professors have, of service on both community college and university staffs
4. the relative objectivity of those committed to the community college concept, but a step or two removed from the task of its actual implementation
5. a good understanding of higher education generally and of the present and potential role of the community college as one element of higher education
6. direct access to the academic resources within the universities
7. internal access to the political sub-structures of the universities.

In its position paper for Project Focus, the council sub-committee suggested that it would be useful for council members to serve on any association bodies that are:

1. concerned with the formulating of such philosophical, political, or theoretical concepts as the role of the junior college in the society or the definition of junior college outputs
2. concerned with the identification of research needs, organization and coordination of research activities, or identification and allocation of research funds
3. considering the need for junior college staff or the appropriate preparation of such staff
4. concerned with relationships between junior colleges and other institutions of higher education.[8]

The sub-committee stressed the primary reason for the inclusion of council members:

> Perhaps it should be reiterated that the first reason for suggesting such representation is not . . . to influence decisions. It is rather to help council members stay abreast of developments in the junior college field, so that their work in staff preparation, research, etc., will be as close as possible to [what] is needed and wanted by the junior colleges. It is true that the authors believe that

[8] "The American Association of Junior Colleges," *op. cit.*, p. 3.

council members may be able to make unique contributions to the bodies described above, but this is deemed a secondary consideration.[7]

It is important to recognize that the association takes quite seriously the interest of the council in cooperative endeavors. In recent months, the association has taken the following steps toward including the council in association affairs. It has:

1. welcomed, accepted, and used the council's position paper for Project Focus
2. included council representation on two committees that reviewed Project Focus reports
3. elected a council member (the Chairman) as a member-at-large of the association board under the new by-laws
4. included two council members on the Interim Steering Committee for the first Assembly meeting, to be held in the fall of 1973.

In addition, the association continues to engage university professors to head certain of its projects, and has in numerous other ways shown its interest in the ideas and contributions of the council members.

Judging from recent events, it is clear that the association is truly interested in cooperation. As an important means of advancing cooperative relationships is strengthening the council itself, I suggest the following:

1. The council should identify its purposes and functions more specifically. The three basic purposes for the council should be: (a) to serve as a forum for senior college and university professors interested in the community college; (b) to provide a unified base for the professors' participation in association affairs; and (c) to serve as a vehicle for cooperation among senior colleges and universities and between those institutions and the association.
2. The council should consider how it is to meet the requisites for formal affiliation with the association.
3. The council should consider some tightening of its organizational structure so that its activities may be carried on most effectively and efficiently. (The council may even wish to consider establishment of a paid part-time executive position.)
4. The council should consider means of funding its activities.

In closing, one point needs to be put quite clearly—and several times—into the record. The purpose of all of us—community colleges, the association, and the council and its members—is to assist and improve the education offered to community college students and their communities. Unless we keep that purpose clearly in mind, our discussion of subordinate purposes and issues has little point.

[7] *Ibid.*

SECTION II

Community Junior Colleges and a University Work Together

STEPHEN M. EPLER

COMMUNITY JUNIOR COLLEGES AND UCLA: A TWELVE-YEAR CASE STUDY

ORIGINS OF THE UCLA JUNIOR COLLEGE LEADERSHIP PROGRAM[1]

Twelve years ago a gap emerged in American junior colleges, caused by their tremendous growth since World War II. The growth in the number of colleges, of students served, and of purposes assumed by the junior college led to a widening gap between the supply of trained, sympathetic men and women on one hand and leadership positions in these new institutions on the other.

One of the first responses to this situation, becoming more and more noticeable in the late '50s, was made by the American Association of Junior Colleges, which described the nature of the gap to a number of private foundations. Of these, the W. K. Kellogg Foundation in Battle Creek, Michigan, recognized an opportunity to provide assistance and, with the help of the AAJC, the foundation "spread the word" of its interest in supporting several university centers for the purpose of providing in-service and pre-service preparation of junior college administrators. Four such centers were envisioned in the early discussions between the association and the foundation, but the receipt of many urgent applications precipitated a decision by Kellogg finally to fund ten centers. One of these ten, and one of the first to be announced, was to be located at the University of California, Los Angeles, under the direction of B. Lamar Johnson.

During its twelve-year existence, the UCLA Center has gained national recognition as an outstanding example of a Junior College Leadership Program, outstanding in its implementation of the purposes supported by the Kellogg Foundation and as an expression of a sound university-junior college relationship.

CHARACTERISTICS OF THE UCLA JUNIOR COLLEGE LEADERSHIP PROGRAM

1. Close Ties with the Field

The keystone of the UCLA JCLP throughout its existence was the Advisory Council of Junior College Presidents. Formed in May 1960, the council met

[1] This report was taken from Stephen M. Epler, "A History of the UCLA Junior College Leadership Program: 1960–1971" (unpublished Ed.D. dissertation, University of California, Los Angeles, 1971). The dissertation contains a narrative describing the themes and emphases of each of three grants, a set of tables charting mobility of program graduates, and a collection of seventeen interviews with key people, ranging from Gleazer to Johnson to Kinsinger, who have been connected with the UCLA Junior College Leadership Program.

several times each year, functioning not as sheer window dressing, but as a meaningful contributor to the program. It provided both formal and informal contacts between the university and the field to their mutual advantage. The JCLP gained in innumerable ways. Presidents recommended applicants to the program; they suggested topics for seminars, workshops, and conferences; they served as resources in courses. The Laboratory in Junior College Administration, a precursor in some ways of the ERIC Clearinghouse, resulted from a suggestion of a council member, and its first materials were sent by council members. The shape of the internship was determined by the council. Later, reapplications for Kellogg grants and the development of applications made to Danforth, Esso, and Kettering were reviewed, modified, and endorsed by the council.

Although, through the operation of the advisory council, UCLA was able to develop support among presidents for the program, the relationship was not uni-directional from council to UCLA, for the presidents, too, gained from this relationship. Most council meetings were highlighted by a presentation or speaker of genuine interest. The council also provided an opportunity for presidents to meet informally. The annual Presidents' Lake Arrowhead Conference began in 1962 out of a council member's suggestion for extending this informal discussion from a few hours to several days. The Lake Arrowhead Conference has served this purpose well for the last ten years. 1967 marked the first annual spring Deans of Instruction meeting at Lake Arrowhead, which closely followed the pattern of the fall presidents' meeting

2. Pre-service Training

The most obvious characteristic of the UCLA JCLP in pre-service training was the development of a doctoral program. Before 1960, there was no such program. The Kellogg monies included training stipends to attract candidates and salaries to support added staff. The Graduate School of Education and the university itself encouraged the growth of the doctoral program. By 1972, over 100 doctorates had been awarded through UCLA in the junior college field.

Complementing the doctoral program were experiences gained through an administrative internship—a program not envisioned in the first grant. The obvious advantage of the internship was that it provided on-the-job experience, concrete, real-life experiences that could be blended with the more abstract learning of the seminar and classroom, and the internships, often coupled with fellowships, provided income for many candidates who otherwise could not have afforded the cost of advanced study.

The mobility and placement of these JCLP graduates—doctorates, interns, Kellogg Fellows, and post-doctorates (a program begun in 1967 to prepare professors in the field of the junior college)—is worth noting. Of the 100 doctorates, about 45 (45%) became deans or presidents; of the 54 interns, 27 (50%) became deans or presidents; and of the 33 Kellogg Fellows, 21 (63%) became deans or presidents. Twenty current presidents are graduates of the UCLA program, but the influence of these men extends beyond their mere number. Most, of course, are situated in California, but Leslie Koltai in Kansas City, Ervin Harlacher in New Jersey, Barton Herrscher in North Carolina, and Walter Pentz in Calgary illustrate the far-ranging impact of UCLA.

3. In-service Training

The JCLP gave considerable attention to both in-service responsibilities and pre-service training. A variety of programs to reach a variety of audiences through a variety of means was designed.

The summer workshops were joint ventures, co-sponsored by all three California JCLP's—UCLA, Berkeley, and Stanford. These three-week workshops were aimed at orienting lower-echelon administrators and new entrants to the broad purposes of the junior college.

Shorter in duration, but more intense in concentration, were the week-long workshops for new presidents. Begun in 1967, these workshops provided an orientation to the latest management techniques for newly appointed presidents.

Publications represented still another medium for the JCLP. The Occasional Reports, journal articles, books, dissertations, and seminar papers distributed to council members were other forms of communication between the JCLP and the field.

Conferences sponsored by the JCLP, an alternative medium, were scattered throughout a given year. Early conferences covered topics from accreditation to admission standards for nurses, from institutional research to the problems of establishing new colleges. Later conferences, however, focused more and more on instruction and innovation, themes that, as will be noted, dominated the middle and later years of the JCLP.

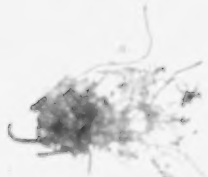
The annual national summer conference began in 1961 and has been held every July since then. It respresents still another in-service enterprise of the program. The theme of the conference concentrated more and more on instruction—

1964 New Directions in Instruction in the Junior College
1966 Systems Approaches to Curriculum and Instruction in the Open-Door College
1967 The Experimental Junior College
1969 The Improvement of Junior College Instruction
1971 Toward Educational Development in the Junior College

The annual summer conference has come to be an important fixture of the JCLP and, together with the Occasional Report summarizing conference proceedings, has become one of the JCLP's primary ways of fulfilling its in-service obligations.

4. Junior College Environment

In some respects, the JCLP became the trunk from which or around which other programs could flourish. At a minimum, it ushered in a range of junior college-oriented programs and spearheaded the development at UCLA of a commitment to the junior college. B. Lamar Johnson labelled this development at UCLA a "junior college environment." The university itself fostered the development by increasing its staff in the junior college area from one in 1960 to four in 1967. Incidentally, this growth was most pleasing to Kellogg, which rightfully views its ventures as seed money, i.e., a project is funded only with the expectation that it will be incorporated into the on-going program of the



existing organization. The doctoral program, the growth of staff, the Lake Arrowhead meetings, and the summer conference and workshops represented programs that once were partially or totally supported by Kellogg, but that have become university-supported or largely self-supporting. The existence of a junior college environment at UCLA owes much to the Kellogg Foundation.

Thus a number of junior college-oriented programs, outside the JCLP itself, has come to exist at UCLA in this junior college environment. One of the first, one of the most widely recognized, and one of the most successful of these junior college-oriented programs has been the ERIC Clearinghouse, directed since its beginning in 1966 by Arthur M. Cohen. The Danforth Project, begun in 1967, and the League for Innovation in the Community College, begun in 1969, represent two expressions of the JCLP's later involvement with the improvement of instruction. The mammoth "Study of Junior Colleges," directed by James Trent with support from the USOE, and the more specific study of articulation, funded by Esso under Frederick Kintzer's direction, represented two more instances of this thriving junior college environment at UCLA. Rosalind Loring's training program of counselors for minority-group women is still another example. Simon Gonzalez helped organize and develop funding for the "Southern California Consortium," in which four colleges, each containing large minority-group enrollments, designate 75 students apiece to receive guaranteed enrollment, tutoring, financial aid, and other support services from UCLA. The list could be expanded, but the point has been made. Now, in 1972, a plethora of junior college programs exists, where only one stood in 1960.

5. Instructional Innovation

To this point the focus has been on structure—that is, on the quantitative features of the JCLP and its sister programs, but a qualitative feature also requires attention. If any one feature of the JCLP has characterized the program, it has been instructional innovation. For this quality, more than for any other single feature, the UCLA JCLP came to be recognized in the field. "Instructional innovation" and "instructional improvement" became its watchwords. The topics of summer conferences, alluded to earlier, are but one indication of this JCLP interest. Dissertations and seminar papers are other indicators. The activities of the League for Innovation and the enterprises of the Danforth Project are still other indicators, to say nothing of publications—*Islands of Innovation Expanding*, for instance. Perhaps the program's graduates themselves—regarded more and more in the field as innovators, as men of action and change—stand as the best indicator of all. This qualitative characteristic of the JCLP—its commitment to instructional improvement—warrants special mention in any description of the UCLA Junior College Leadership Program.

CONCLUSION

A need for training leaders that had become recognized in the late '50s attracted the Kellogg Foundation, whose funding was directed toward the establishment of University Training Centers. In 1960, one of these centers was located at UCLA. The UCLA Leadership Program has come to be characterized in at least five ways. First, it established close, intimate ties with the field, largely through its viable Advisory Council of Presidents. Second, it established

a strong pre-service training program for junior college administrators through doctoral and internship activities. Third, it enacted a broad-based in-service program ranging from publications to workshops to conferences. Fourth, it contributed to a "junior college environment" at UCLA in which many junior college-related programs could flourish—ERIC is but one example. Finally, it came more and more to be recognized as an important catalyst and advocate of instructional improvement in the community college. These five features, each on its own or taken as a whole, may be envisioned as the expression of a healthy, dynamic, vital, and growing relationship between UCLA and the community college, a relationship that has proved beneficial to both parties in the past, and one that we hope will be carried into the future.

PANEL DISCUSSION ON "COMMUNITY JUNIOR COLLEGES AND UCLA WORK TOGETHER"

B. LAMAR JOHNSON, CHAIRMAN

Abel Sykes (President, Compton College, Calif.):

One problem between the universities and the Graduate School of Education and practitioners in the field has been the lack of understanding of the requirements of the professionals in the field.

The Steering Committee has provided a bridge for those who are practicing in the community colleges, giving them an opportunity for direct input to the Graduate School so that it can respond more specifically to their actual needs in the field. The Steering Committee has also provided an opportunity for contacts and information on specific requirements.

Siegfried Ringwald (President, Cerritos College, Calif.):

One of the key studies of the UCLA Advisory Council has been the Intern Program, which developed the Community Service Project at Cerritos College. The Junior College Leadership Program has also aided the improvement of instruction, as shown by the number of workshops and the development of instructional packages in mathematics and English, stimulated by the Advisory Council.

The research and development program at Cerritos has also been stimulated by UCLA's leadership program. Its influence has been linked directly to the improvement of the instructional program at Cerritos, a college of 17,000 students.

B. Lamar Johnson (Professor of Higher Education, UCLA):

A reciprocal relationship that we are proud of is with Wanda Sterner of Cerritos, who is offering a course at UCLA Extension on a Systems Approach to Self-instructional Materials.

John Riggs (President, Mesa College, Arizona):

The program has been invaluable to me and I keep coming back each summer. A similar program is starting in Arizona, but it lacks the emphasis and strength of this one at UCLA.

Professor Johnson:

Are there any other universities represented here that are using a type of organization like the Advisory Council?

Dayton Roberts (Associate Professor, University of Florida):

We maintain an Advisory Council in higher education within the university itself. We use the council meetings to inform the university of the happenings in the community colleges.

Robert Bailey (State University of Illinois):

The State University of Illinois is a senior institution or transfer institution and 90 percent of our students are from community colleges in the Chicago area. We have two types of advisory boards: one is made up of 12 community college presidents and meets once a month with university staff; the other is made up of laymen from the community, who meet with the administration and students.

Thomas Shay (Associate Professor of Higher Education, University of Colorado):

Our council is made up of colleges in 11 states. The advisory council is made up of presidents and one state director. Most of our contact is by mail or telephone. We also have another advisory council with faculty and deans of instruction from the State of Colorado, from the Education Professions Development Act Community College Teaching Program.

Professor Johnson:

Perhaps Fred Kintzer could comment on a survey he is making of university faculty members.

Frederick Kintzer (Associate Professor of Higher Education, UCLA):

In an effort to test the UCLA professor's involvement in community college education, we distributed survey forms to the entire faculty, totaling 2,800. Returns are not complete, but in about 400 responses are many expressions of concern, involvement, and considerable interest. About 100 of these respondents were former UCLA students. The more they knew about community colleges, the more frequently they visited community colleges and the more support they gave. Those who had picked up only rumors or had not visited a community college were highly skeptical and did not support very strongly what was going on in community college education. When the analysis is completed, we should have an interesting document, showing the background of this partnership and what we might expect in the way of involvement and relationship in the future.

Professor Johnson:

This is not unrelated to the comments made by Steve Epler when he referred to junior college environment. Dr. Kintzer is trying to describe and identify it and perhaps to protect and expand it.

Stephen Sheldon (Director, UCLA Danforth Junior College Program):

One might get the impression that Advisory Council meetings are formal and structured with many titles and much propriety. The value to me in the last five years has been its informal structure. I know, in both a personal and professional way, the presidents of community colleges all over southern California. Whenever a project or an idea comes up, I can call any one of them to ask for his opinion or to request him to send someone to a meeting on an in-

formal basis and I'm sure of getting his support. They can also call me if they have graduates coming through in institutional research or counseling, and I can send them out. If I see someone coming through a program who needs a part-time job while finishing his Ph.D., I can make use of this informal structure. It works both ways. This has been a great help to me in starting projects and in getting the feedback one cannot get in a formal structure.

Professor Johnson:

Marie Martin was chairman of the Steering Committee of the Advisory Council. For many years one of the values that we have held in the Advisory Council, from the point of view of those of us at the university, is that the Advisory Council has helped us identify areas of need for projects and undertakings, which have later been funded by government agencies or foundations. Dr. Martin took a leading part in our conferences in developing the proposal that was subsequently funded by the Danforth Foundation.

Marie Martin:

(I notice that the panel is all male!) Under the new Federal Higher Education Act, Congress has defined the branch campuses of the university as community colleges. We can expect to have greater cooperation between the colleges and the universities for that reason alone.

State commissions are going to be established in the states under Title X. If you receive federal funds under that Title, which has lots of money, I hope that community colleges across the nation will get good leadership on the state commissions. Otherwise, the universities will take over.

Arthur Cohen (Associate Professor of Higher Education, UCLA):

Last April, we had an informal meeting of about 40 or 45 Deans of Instruction. Out of that meeting came the idea for having a workshop for deans on teacher evaluation. Because of the new Senate Bill that mandates periodic evaluation, the big topic this past year has been the evaluation of community college instructors. We held a workshop for about 14 deans at which we worked with them on matters pertaining to faculty evaluation. We considered faculty evaluation from the standpoint of the dean, after finally getting past all the paper work and all the district requirements and guidelines, which often ran into thick manuscripts. As a human being, what does the dean do in relation to all his faculty members when he is supposed to be evaluating? After all, the dean is a faculty member, too.

We went through all sorts of simulation exercises. It was very informal, low-key, and without publicity. We felt we were providing a service and promoting another type of relationship between those of us in the university and those at the community colleges.

Stephen Epler (Director, Extended Day, Cerritos College, Calif.):

The role of the Advisory Council is not only to generate applicants into the program, but also to oversee the other end of the process. A few years ago, in a 16-month period, 14 people from the UCLA program were placed as presidents of community colleges. The effective ties to the Advisory Council also provided internships for students in the UCLA program.

President Ringwald:

We, too, have developed a set of goals and objectives for the staff and for the entire institution. On the goals and objectives that came out of the workshop, we developed a program on the goals and objectives for training department chairmen and division chairmen.

Richard Frankey (Professor of Education, George Washington University, Washington, D.C.):

We do not have an Advisory Council, but when I return to my president with all these ideas, if we can establish one, it will have been well worth the trip. According to recently published reports, universities are not offering strong pre-service programs for the preparation of junior college faculty members. What is your reaction?

Joseph Fordyce (President, Junior College District of St. Louis):

It is true there are few institutions with such programs except in the Los Angeles area. Those that are under the umbrella of the Kellogg program have emphasized training administrators. There is a real concern about training teachers, counselors, and personnel workers, and a few institutions are acting on it.

Robert Kinsinger (Vice President, W. K. Kellogg Foundation):

All the Foundation can do with its limited funds is try to develop a model for specialized instructional personnel in the allied health fields, where there are simply not enough instructional personnel available. Many who have the ability came up through an apprenticeship training program in the hospital and have had little contact with formal higher education. It is hard for them to change themselves from really top-notch practitioners, such as chief X-ray technicians, to instructors. The Foundation's seven pilot efforts, called Allied Health Institutional Personnel Centers, are located at the University of New York, Buffalo; the University of Kentucky; University of Florida, Gainesville; University of Illinois, Chicago; University of Washington, Seattle; and Baylor University. These are available models that I hope you will investigate.

James Trent (Associate Professor of Higher Education, UCLA):

For the past two years, my colleagues and I have been involved with several different types of community college around the country. In interviewing administrators, faculty, and students, we have found a universal and genuine concern for the continued improvement of instruction, for the world of work, and for giving community college students an increased sense of dignity. We found no systematic evaluation of the realization of these concerns. In our surveys and interviews, we noted expressed needs for a variety of counseling help. The few people who seek counseling do get some help. There is an age range to be considered—many in our sample were not in the 16–20 age range, but in their late 20's, 30's, and 40's. Are we responding adequately to the older students, many of whom are married and have children? We are not talking about high school kids anymore, we are talking about adults. Are we giving them the best program possible?

Another problem area is teaching effectiveness and teaching effects. The technical faculty and the academic faculty have widely different objectives in

mind. Is consensus necessary? Is there an orientation, an intermix and interchange that we might examine? The teachers who have been most respected were those with an orientation toward the junior college and a respect for the students.

We also found many students who had transferred from a four-year to a two-year college. The few researchers we found in junior colleges were in administrative positions.

The main intent of our projects is to develop an information system so that the Office of Education can construct a broader base for surveys of community colleges and extension centers. We need in-house research to get information back to the colleges. One of the activities being developed at UCLA is a series of consortia, working partly through the Center for the Study of Evaluation. We are starting with modest consortia, including two-year colleges. We want to work directly with two-year college personnel to get feedback and to learn what we can do to help. We also want to discover what we can learn from junior college people themselves. We should like to see a research internship program and to place some of our graduate students in your junior colleges for the sole purpose of obtaining information useful to your personnel. We, too, should like to serve in junior colleges for a period of time and to join community college personnel in mutual research efforts.

Mr. Sheldon:

There is a difference between university research and what is done in the junior college. There is a little skepticism about the university research, for it is not the type the junior college needs. We have some programs on behavioral objectives. The man who is doing a good job on institutional research usually becomes an administrator.

Leslie Koltai (Chancellor, Metropolitan Junior College District, Kansas City, Missouri):

I was director of institutional research and I find many of the objectives of the past are now a part of general administration. We already have some of the data that you thought the institutional research director wanted to investigate four or five years ago. The point is that people would examine the findings of institutional research and would use them or do *something* with them. The average age of students in our institutions is 26 years. What happened to the so-called junior college age?

We are facing a problem of high specialization. We are under the impression that if you want to know something about your institution, you have to have a director of research. If you want to know something about business, you have to have a director of business. Because of the stabilizing forces of enrollment and of the financial situation, we have to take a good look at pre-service training. Perhaps we should have professors serve in colleges for a couple of months to find the pulse of a totally new generation of faculty and administrators on the college campuses. We are trying to cooperate with faculties, but, in general, they are quite unsympathetic. Many want to teach only upper-division courses in a junior college.

Professor Cohen:

Someone mentioned looking at the literature, for so many people do not

know what is going on all over. If you want to know something, read a book. Our business has something besides an oral tradition. Many books are being written by and for community college people—not only books, but monographs, extensive papers, and short papers—and they are all abstracted in the ERIC system. We will be glad to find them for you. You will probably get more information than you need!

The ERIC Clearinghouse, a federally funded program operating for the seventh year on this campus, brings the literature of education under bibliographic control. It has moved into broader projects and has become a center of inquiry on the community college. The Clearinghouse has under way at this time a national study of career counseling in community colleges, a study of their finance and financial conditions, an in-depth study of local colleges (which is yielding a theory of personnel functions), and the relationship between college staff and students. It is also doing a national study of cooperative work-experience programs. This is all being done at the Clearinghouse in collaboration with junior college people and will yield products addressed to a community college audience.

President Sykes:

Four community colleges have a relationship with UCLA that arose from a concern related to the success of a community college transfer coming from inner-city schools. We attempted to identify 75 students in their freshman year, find what their weaknesses were, and design specific programs to remediate these weaknesses, thus enabling them not only to transfer to the university in their junior year, but also to improve enough to get through UCLA.

As the program is only in its second year, the data are inadequate, but we have learned these facts: (1) the attrition rate is less than three percent; (2) the GPA is between 2.8 and 3.0; and (3) the improvement in their feelings about themselves as a result of their success has been outstanding.

What has resulted from this? (1) We find that identification of students' problems and immediate programing to eliminate them can be very important. We are even trying to identify the problems in junior and senior years in high school. (2) We find that the identification of the students has given them a feeling that they are special and has improved their self-image. (3) Out of this relationship with UCLA we are able to select our own students for the program, and consider it a major breakthrough.

Professor Johnson:

We hope these discussions will be continued. Some of the topics not discussed are transfer relationships, innovative teaching at the university and at the junior college, degrees (though we were reminded that this is a problem), and international cooperation between the universities and community colleges for internship programs.

We did stress the establishment and maintenance of close working relationships between the universities and colleges. We also covered the preparation of community college personnel, and the problems, deficiencies, strikes, needs, and opportunities in this field. We have emphasized research on problems of the community college that can be conducted and carried out cooperatively by the university and the colleges.

SECTION III

Community Junior Colleges and Universities Work Together: Action Reports

INTRODUCTION

ROBERT E. KINSINGER

The Kellogg Foundation is particularly interested in the kind of discussion heard in the second session. One purpose of a national foundation is to review the new issues, problems, and potential solutions of educational concern across the country. For a number of years, one area of great interest has been the community college.

For the first time, we are seeing colleges and universities with their feet to the fire. Additional programs cannot just be added on as they have been for the last decade, and higher education institutions that have been competing with each other for many years are at last beginning to accept the idea that, instead of competition, cooperation is a potential answer to their problems. Although over 50 formal, and many more informal, consortia are in existence, they have not always been successful in years past. We hope that higher education institutions will develop relationships whereby they can provide more efficient and effective educational experiences by pooling their resources.

At this session we shall have action reports on three of the ten areas where leadership training programs have developed. Florida and Florida State still have Leadership Training Programs, Wayne State, Michigan, Michigan State, and the University of Texas have all developed programs.

We shall hear about the cooperative efforts that have developed, and are continuing to develop between the universities and the community colleges in their areas.

The foundation considers the development of the Community College Leadership Training Program one of its success stories. Whenever the foundation is asked about its successes, among the programs it points to are those in the universities represented here.

JAMES H. NELSON

MICHIGAN STATE UNIVERSITY AND COMMUNITY COLLEGES

Much could be said about the topic I have been asked to discuss and, of necessity, I have selected a few examples to illustrate Michigan State University's numerous relationships with community colleges. Although MSU's partnership with community colleges is a much longer one, the time interval I deal with here is only from the establishment of the MSU Office of Community College Cooperation in 1956 to the present. My remarks are organized around major developmental phases of the MSU-Community College Partnership, namely:

1. establishment of the Office of Community College Cooperation
2. Kellogg Junior College Leadership Program
3. MSU Participation in the Midwest Community College Leadership Program
4. Kellogg Community Services Leadership Program
5. Project RITE (Reach, Involve, Teach, Evaluate)
6. MSU Field Relationships and Community College Articulation

The Office of Community College Cooperation

The strong relationships that MSU has developed and maintained with community colleges over the years is due in large part to the leadership of John Hannah, long-time president of MSU and staunch community college friend. It is interesting to note that President Hannah attended Michigan's oldest public two-year college, Grand Rapids Junior College. Perhaps it was there that he acquired his deep understanding and enduring appreciation of community colleges.

Among his many actions supporting Michigan community colleges, undoubtedly his decision to establish the Office of Community College Cooperation at MSU and his choice of Max Smith to head it were the two that had the most important impact on the MSU-community college partnership. The three major tasks Hannah envisaged for that office were:[1] (1) working with educators and civic leaders on the planning and development of Michigan community colleges, (2) providing technical and professional assistance in administrative organization, registration procedures, curriculum development, and evaluation, and (3) serving as a general liaison unit between the University and the community colleges.

[1] Annual Report of the Office of Community College Cooperation, Michigan State University, 1964–65.

The Office of Community College Cooperation took seriously its charge to work with educators and civic leaders in the planning and development of Michigan community colleges. Fully one-third of Michigan's 29 public community colleges have used the services of this office during their initial feasibility studies or during their efforts to re-organize as independent units with separate boards of control. It would be no exaggeration to state that Max Smith became "the" Michigan authority on community college feasibility studies and the procedures and problems associated with establishing new community colleges. His services were in great demand both within and outside Michigan.

MSU's proximity to the state legislative halls and to other state offices and agencies made it convenient for Smith to monitor community college interests in the capital city, and community college presidents soon came to view him as their well informed advocate in Lansing. His work in analyzing and reporting community college legislation and in helping to develop position statements on behalf of them was highly regarded. His advice was sought by community college administrators and trustees throughout the state.

When President Hannah brought Smith to MSU, he recognized the importance of giving visibility to this new office and set of functions outside the university and of giving its new chief the authority to get things done within the university. By bringing Smith to the university as Assistant to the Vice President, he accomplished both objectives. The Michigan community colleges found that they had an understanding and knowledgeable friend at MSU who could help them resolve their grievances with the university. Thus, the establishment of the Office of Community College Cooperation and the appointment of Smith as its director did much to establish a solid foundation for future development of the MSU-community college partnership. The discontinuance of the office's functions on the untimely death of Max Smith in December 1968 was a blow to that relationship.

MSU Community College Administration Program

In 1960, the W. K. Kellogg Foundation funded a four-year Community College Administration Program at Michigan State University. The objectives of the program were:[2]

1. the development of the personal qualities and social insights required for community college administrators
2. the evolution of a valid and consistent philosophy of educational administration, with specific emphasis on the image of the community college
3. the acquisition of the skills and abilities required for educational leadership in the community college
4. the identification of the practical and procedural problems of community college administration.

The program developed to achieve these objectives included a course dealing specifically with the goals, purposes, and organization of the community college, plus a core of courses in educational theory, higher education, administration, and the behavioral sciences. In addition, a Seminar in Community College

[2] Community College Administration Program, Michigan State University. Annual Report, 1962–63.

Administration was conducted throughout the year for doctoral candidates in the program, emphasizing the practical and procedural problems of community college administration. Opportunities for independent study and research, field study, internships, conferences and workshops rounded out the program.

At the end of the initial four-year period, Kellogg funded the program for an additional three years. The recruitment of able candidates into the program and their subsequent placement in field-study projects, internships, and ultimately, in responsible positions, were greatly facilitated by the network of relationships established by the Office of Community College Cooperation. The program prospered; with rather minor modifications (and a major one—the absence of Kellogg funds!), it continues in operation today.

MSU Participation in the Midwest Community College Leadership Program

The Midwest Community College Leadership Program was established in 1960 by Michigan State University, the University of Michigan, and Wayne State University with partial support from the W. K. Kellogg Foundation. Its general purpose was to improve the preparation of administrators of community and junior colleges throughout the midwest.[3] A Coordinating Council comprised of two members from each of the participating universities, the Council Director, and one ex-officio member from the North Central Association of Colleges and Secondary Schools coordinated the program. Through participation in it, Michigan State University extended its partnership with community colleges to the 19-state area served by the North Central Association.

Illustrating the council's work during its ten-year existence are the seven Annual Community College Presidents' Institutes and the many workshops and conferences it has sponsored throughout its 19-state service area. It has also issued newsletters, conference proceedings, and other publications, and has provided fellowships, internships, field trips, and other learning opportunities for graduate students. Last summer's workshop, "Managing Tomorrow's Community Colleges," brought to an end the Midwest Community College Leadership Program after a decade of inter-university cooperation and service to community colleges in the North Central Association area.

MSU Community Services Leadership Program

In the summer of 1968, a Community Services Leadership Program was initiated at MSU with a W. K. Kellogg Foundation grant. The initial proposal and program development were spearheaded by Max Raines, with Gunder Myran joining him early in the project. The project plan, called "A Proposal to Explore and Expand the Continuing Education and Community Development Potential of Michigan Community Colleges," had the following general objectives:[4]

1. to explore ways for community colleges to identify and respond effectively to the needs, problems, and aspirations of the communities they serve

[3] Midwest Community College Leadership Program. Annual Report. September 1966.

[4] "A Proposal to Explore and Expand the Continuing Education and Community Development Potential of Michigan Community Colleges," submitted to the W. K. Kellogg Foundation, May 15, 1968.

2. to identify staffing patterns and qualifications concomitant with the development of effective programs of continuing education and community development
3. to involve community college staff members, students, and members of the community at large in cooperative efforts to identify the needs and to develop the resources of the community
4. to provide in-service training and graduate programs to prepare professional and staff members for programs of continuing education and community development
5. to identify sources of funding at local, state, and national levels to enable comprehensive programs to continue on a self-sustaining basis at the conclusion of the project.

A central feature of the program was its inclusion of three public community colleges in Michigan as demonstration and pilot centers. The three colleges selected from the 14 submitting proposals were Montcalm Community College, Lake Michigan College, and Oakland Community College. In an effort to strengthen their community-service functions, all three community colleges used a variety of local community and college resources and outside talent in community research and development, urban and rural sociology, vocational education, and other areas.[5] The pilot colleges, in turn, served as internship centers for approximately 15 MSU graduate students preparing for leadership positions in community services.

The original concept of the Community Services Leadership Program emphasized pre-service training and preparation. Raines and Myran identified the major components of the leadership program: (1) individual consultation between faculty and candidates, (2) independent studies, (3) a community services seminar, (4) an internship at a consortium college, (5) a research seminar designed to develop research skills needed by community college administrators, and (6) general college and university requirements for graduate students.[6]

At the conclusion of the first two years of operation, several general observations were made on the Community Services Leadership Program that changed its course during the remaining year. First, although the three participating colleges had made significant progress in broadening and strengthening their respective community-service programs, their impact as pilot or demonstration centers did not appear as great as had been hoped. Second, the initial emphasis on pre-service training no longer seemed appropriate, since many colleges had recently initiated community-service programs, often with inexperienced personnel, and needed help in program development.

In light of these observations, a proposal to re-allocate funds from the pre-service emphasis to an in-service emphasis was submitted and approved by the W. K. Kellogg Foundation. The last year of the program focused on in-service training of 23 community service administrators selected from the eastern half of the United States. The four major elements of the in-service training pro-

[5] Max Raines and Gunder Myran, "Community Services: A University-Community College Approach," *Junior College Journal*, October 1970, pp. 41–49.

[6] Kellogg Community Services Leadership Program Annual Report—1972. (A Preliminary Draft), May 26, 1972.

gram were: (1) a two-week workshop at Michigan State University in the summer of 1971, (2) a month-long internship focusing on experiences at MSU, the demonstration and internship centers, and other selected agencies and institutions in Michigan, (3) visits by the university staff to each of the 23 community colleges, and (4) demonstration conferences on the MSU campus for board members, presidents, and other staff members from participating colleges.

Project RITE (Reach, Involve, Teach, Evaluate)

Overlapping the last year of the Kellogg-funded Community Services Leadership Program, the Michigan Department of Education made a grant to five rural Michigan community colleges and Michigan State University to carry out a project whose objectives were (in each community college service area):[7]

1. to reach adults, particularly those from low-income and minority groups
2. to involve community college faculty, community agencies, and citizens in efforts to enhance educational services to low-income community groups
3. to teach adults new attitudes and skills
4. to evaluate existing area services for the poor and to initiate long-range planning of the future service structure
5. to capitalize on the advantages of the consortium relationship by sharing, through periodic meetings and other forms of communication between the various staffs, any successes, failures, ideas, and problems noted in the development of the proposed program
6. to share with other community colleges successful approaches that emerge from this program.

Although the details of the program's first year will not be recounted here, its success is reflected in the recent approval of funding for a second year of operation. One interesting aspect of the program was its use of "Management by Objectives" as a procedure for managing the entire project.

Before leaving the general topic of MSU's involvement in Community Services work, it should be pointed out that a full report on it, recently completed under the Kellogg grant, is in preparation and will be distributed to the field when published. A "Research and Report Series" arising out of the project has already been published and distributed through the National Council on Community Services.

MSU-Community College Field Relationships

Although the Office of Community College Cooperation no longer exists, an attempt has been made at MSU to maintain field contact with the public community colleges in Michigan. One expression of this interest is the assignment of a portion of one faculty member's time to field visits and informal liaison work with individual community colleges. (No elaboration is presented here on the various relationships MSU has with individual colleges, as President Gannon's discussion will illustrate them.) A similar effort will be inaugurated next fall when the "Field Services Unit" of the Department of Administration and Higher

[7] Project RITE (*Reach, Involve, Teach, and Evaluate*): A Project to Develop Community Services/Continuing Education Programs in Non-Urban Michigan Community Colleges. January 13, 1972.

Education is expanded to include community college representation. The unit will conduct field studies and research projects for individual schools and colleges or groups of schools and colleges on a contract basis.

Another important dimension of MSU's relationship with community colleges in the field is the inclusion of MSU in the deliberations of the Michigan Community College Association. Michigan State University, the University of Michigan, and Wayne State University are each invited to send a representative to these meetings—and MSU has taken regular advantage of this valuable opportunity. Attendance at the Michigan Community College Association meetings throughout the year and the Annual Summer Workshop in Traverse City provides an excellent way to keep MSU attuned to the problems, interests and needs of the Michigan community colleges. It also provides an additional avenue for community college access and input to the university.

In higher administrative councils of the university, former President Hannah established a tradition of inviting all Michigan community college presidents to the MSU campus once a year as his personal guests. President Wharton has upheld this tradition and has sought to provide other channels for improved communication and cooperation between MSU and the colleges. His continuing interest in improving university-community college relationships is evident in his recent assignment of this important liaison function directly to the Provost's office.

MSU-Community College Articulation

Perhaps Michigan State University's strongest relationship with the community colleges of Michigan is its service to their transfers. According to official university records, the number of transfers enrolled at MSU has grown from 1,391 in the fall of 1961 to 3,896 in the fall of 1971, roughly a 300 percent increase in one decade. MSU's enrollment of more Michigan community college transfers than all other Michigan public universities combined appears to be the result of a well developed articulation program at MSU, backstopped by a generally positive institutional attitude toward community colleges and their students.

Summary and Look to the Future

Michigan State University's relationships with community colleges have been strengthened historically by a commitment from top university administration. The generous support of the W. K. Kellogg Foundation (for which grateful acknowledgment is given) has enabled MSU to develop programs to help fill the manpower requirements of the community colleges. These programs have shifted emphasis over the years from preparation of presidents and deans to preparation of state community college directors and university professors of community college education and, most recently, to preparation of community services administrative personnel. Whether the community-service emphasis will soon give way to a new interest is not yet clear. It is apparent, however, that MSU will be concentrating its future efforts on *in-service* rather than *pre-service* programs and that it will continue to look on its service to the thousands of transfers from the Michigan community colleges as the foundation of its relationships with community colleges.

JOHN E. ROUECHE

THE UNIVERSITY OF TEXAS AND COMMUNITY COLLEGES

The University of Texas has maintained a program of community college education for the past three decades. As is well known, the man who developed and nourished the program for 27 of those years was our good friend and respected colleague, C. C. Colvert, now emeritus professor of junior college education and "officially" retired. I say "officially" only to denote his removal from the university payroll. He is still as active with community colleges as ever and has conducted numerous feasibility studies and physical plant studies since his retirement. It would be fitting if he were here to discuss the Texas program because its genesis and development reflect his creative leadership.

Our involvement with community colleges, not only in Texas but also across the nation, may be categorized as (1) doctoral administrative preparation; (2) in-service training on community college campuses; (3) research related to contemporary two-year college issues; and (4) service and active involvement with state and national organizations. I will discuss our program in these broad categories.

1. Doctoral Administrative Preparation

Our doctoral program focuses specifically on the preparation of educational leaders for American community colleges. Looking back over the program's three decades, it is interesting to note that more than 60% of our graduates are now serving as chief administrative officers of two-year colleges and that another 20% are serving as deans of instruction. The program has been remarkably successful in realizing its stated mission. We now have more than 35 full-time students pursuing doctoral degrees in junior college administration. They come from states across the nation—of our current students, eleven are women, four are Mexican-American, and one is black.

One of the strongest features of the doctoral program is a semester-long internship in cooperating two-year colleges across the nation. More than half our students intern outside of Texas, ranging from New Jersey, North Carolina, and Virginia to California and Arizona. The program emphasizes national issues and active involvement with community colleges in the preparation of administrators. Our students receive 12 hours of graduate credit for the internship, which they consistently rank as one of the most valuable experiences of the doctoral program. We believe strongly that students learn best by doing and

by active participation with community college "doers." The internship builds on those two premises.

Our doctoral program seeks continued involvement with and outputs from two-year colleges. During the past year, students in the program visited numerous institutions around the nation, hearing more than 25 community college spokesmen at regularly scheduled seminars on campus. These included Edmund Gleazer, Executive Director, American Association of Junior Colleges; Richard Wilson, Associate Executive Director of the American Association of Junior and Community Colleges; Thomas M. Hatfield, Associate Commissioner for Junior Colleges, Texas Coordinating Board; Joe B. Rushing, Chancellor, Tarrant County Junior College District; Don Rippey, President, El Centro College; Robert Clinton, President, Western Texas College; Alfredo de los Santos, President, El Paso Community College; Larnie Horton, President, Kittrell Junior College; Johnnie Ruth Clark, Associate Dean, St. Petersburg Junior College; James Wattenbarger, Director of the Institute for Higher Education, University of Florida; Dayton Roberts, Associate Director of the Institute, University of Florida; Barton Herrscher, President, Mitchell College; Don Creamer, Dean of Students, El Centro College; B. Lamar Johnson, Executive Director of the League for Innovation in the Community Colleges; and community college teachers and students. As mentioned earlier, our program seeks breadth of experiences; bringing leaders to campus is one way of assuring breadth of both perspective and experience.

A National Advisory Committee meets periodically to review program goals and objectives, to suggest ways to improve the program, to assist in evaluating program effectiveness, and to call our attention to promising candidates, specifically minority-group personnel. The advisory committee is a working group and all students attend when the group is in session. Here again, the objective is to maximize involvement with and outputs from leaders in the field.

Our doctoral program endeavors to produce graduates with demonstrable proficiency in instructional and curriculum development. They can develop high quality individualized instructional packages and can evaluate materials produced by others. They are skilled in group processes and change strategies. Perhaps most important, they are committed to "making good on the promise of the open door," and to the egalitarian concept of providing post-secondary educational opportunities to individuals who can benefit from them. Our graduates are also committed to assessment of program effectiveness, for we are striving to produce true educational leaders—not managers of the "status quo."

Our program faculty includes two former Vice-Chancellors of the university, Professors L. D. Haskew and Lanier Cox. The former also served as Dean of the College of Education for 15 years. The current Vice-President and the Dean of Students hold appointments and teach courses in our department. The Department of Educational Administration, where our community college program is located, has recently been ranked among the ten outstanding educational administration departments in the nation.

I should also like to acknowledge the continued support of the U. S. Office of Education, through its Education Professions Development Act Fellowship Program, of our program in junior college administration. Our recruitment of

students and program development activities have been greatly facilitated by USOE support.

2. In-Service Training on Community College Campuses

In conjunction with the Texas Coordinating Board and St. Phillips College, and with funding from the USOE's EPDA Institute Program, Thomas Hatfield and I direct an in-service training program for Texas community colleges that focuses on instructional improvement and the development of instructional strategies to accommodate individual differences. During the past year, instructional workshops were conducted on more than 20 Texas community college campuses for teachers and other interested staff members. To date, more than 300 community college personnel have participated in these in-service programs, more than a dozen of which have already been planned for the 1972–73 school year. At present, we see widespread interest in improving instructional effectiveness in Texas. That colleges share in the costs of in-service workshops indicates their genuine commitment to the effort.

Various members of our staff, as well as our graduate students, participate in community college in-service programs in other states. This year, we have participated in in-service programs for the Canadian Junior College Association, the Virginia Community College Association, the Oklahoma Junior College Association, the Puerto Rico Regional Colleges of Inter-American University, various PWDI community colleges consortia, and in individual two-year institutions in Arkansas, Colorado, South Carolina, Tennessee, New York, Florida, Alabama, and North Carolina.

Off-campus extension courses for community college personnel are another of our in-service efforts. During the last year, extension courses have been taught at Tarrant County Junior College District, McLennan Community College, St. Phillips Community College, and Western Texas Community College. Others are already planned for fall 1972.

3. Research Related to Contemporary Two-Year College Issues

Research activities at Texas encompass student dissertation studies and ongoing staff studies. Samples of current student dissertations include: "Development of an Instructional Evaluation Model for Community Colleges," "An Assessment of Programs for Mexican-Americans in Community Colleges," "A Study of Perceptions of the Community College as Reflected in Minority Attenders and Non-Attenders," and "An Assessment of Current Texas Community College Programs for Low-Achieving Students."

Under a grant from the USOE, I am conducting a study of the effectiveness of community college programs for nontraditional students. In a national sampling of institutions, we are looking at student retention in programs; at student achievement, both in the special program and after the student completes it; and at student attitudes toward such programs, both while he is in the program and after he leaves it. Preliminary data indicate that community colleges have found ways to dramatically reduce attrition, improve achievement, and affect the student positively. A final report on the study will be filed with the USOE on September 30. A book on the study will be available from Jossey-Bass in spring 1973.

Feasibility studies, master planning, and other development activities are under way with individual colleges or state associations.

4. Service and Active Involvement with State and National Organizations

For the past 25 years, the university has co-sponsored the Association of Texas Junior College Board Members and Administrators. The director of the Junior College Leadership Program serves as its executive secretary and helps elected officers plan the annual sessions. All junior colleges in Texas belong to the Association and contribute to its budget. The university also contributes funds to it. The association is an on-going, in-service vehicle for board members and administrators alike, and attendance last year was 230. The association focuses on state legislation for two-year colleges and on current state and national issues.

Our staff members are actively involved with the American Association of Junior Colleges, with the American Association of Higher Education, and with various agencies in the U. S. Office of Education

The University of Texas has an impressive history of service to the nation's community colleges; continued and expanded involvement in the months and years ahead is anticipated.

DAYTON Y. ROBERTS

COMMUNITY COLLEGES AND FLORIDA'S UNIVERSITIES: A HELPING RELATIONSHIP

A helping relationship has existed between Florida's community junior colleges and its state universities since the first public junior college was established at West Palm Peach in 1933. Most of the faculty were University of Florida graduates, and most of the women on the first faculty were graduates of the Florida State College for Women—now a friendly rival, the Florida State University.

Appropriately enough, Palm Beach Junior College reciprocated in this helping relationship in 1941, when it sent one of its graduates, named James Lorenzo Wattenbarger, to the University of Florida—where several years later ex-Air Force Lieutenant Wattenbarger wrote his doctoral dissertation on "The Organization, Administration and Financing of Public Junior Colleges in the State of Florida." Students of the history of the community college movement know that his dissertation became the master plan for Florida's system of community junior colleges.

James Wattenbarger remained at Florida to join the College of Education faculty and in 1955, when the Florida Community College Council was organized under the leadership of long-time State Superintendent Thomas Bailey, it seemed only logical that he should seek out as the first Executive Secretary of the Council the man whose doctoral study had prompted so much of the recent thinking about community colleges.

Florida did not relax its contributions to the community college movement during this era. In 1957, it sent another of its doctoral graduates, Lee Henderson, to join Wattenbarger as Assistant Director of the state's newly established Junior College Division; it also sent an Assistant Professor, Joseph Fordyce, out into the world to become president of three community colleges and President of the American Association of Junior Colleges.

Thus, with a state-coordinated system of community junior colleges and with the two major state universities, the University of Florida and Florida State University, well on their way to regional and national prominence, the formerly happenstance cooperation between the community colleges and the universities became planned, organized, and coordinated.

In 1960, a helping relationship emanating from Florida State University and the University of Florida was to have (and is continuing to have) a significant

impact on the community college movement, not just in the state or the region, but nationally and internationally.

I am speaking of the Southeastern Junior College Leadership Program, supported in part by the W. K. Kellogg Foundation until 1968. Since that time, Florida and FSU have assumed full support of the program and have changed one word in the title so that it is now the Southeastern Community College Leadership Program. Graduates of the program during the decade of the '60s now hold some 31 junior community college presidencies and another 58 are now vice-presidents, deans, or provosts of junior or community colleges. A few of the 1960s graduates, of course, have slipped away to presidencies and other administrative positions in four-year colleges and universities and a few, including Arthur Cohen, John Roueche, and Terry O'Banion, have gone to such extremes that I sometimes wonder if ours is any longer a helping relationship. As university professors, we are occasionally accused of living by the motto, "Do unto others—and then cut out."

Nevertheless, we are proud of our FSU-University of Florida-Kellogg program. The first founders and leaders of the program, Robert Weigman and Will LaVire at Florida, Ray Schultz and Maurice Litton at FSU, and, more recently, James Wattenbarger and Louis Bender at Florida and FSU, have certainly made their mark on the American community junior college scene.

Reflecting on the Kellogg Leadership Program of the '60s, I increasingly appreciate the Kellogg Foundation for its great work accomplished with little commotion.

In 1968, with the establishment of the Institute of Higher Education at the University of Florida, a new era in the helping relationship with community junior colleges began.

Shortly after the institute was organized, a group representing Florida public community colleges was invited to Gainesville to consider establishing a consortium of Florida community colleges to facilitate inter-institutional research. At this meeting, the Florida Community Junior College Inter-institutional Research Council had its beginning on the American higher educational scene. The council now has 20 member colleges with participation commitments varying from one year to a lifetime. Its current research projects include "A Comprehensive Study of Student Personnel Services to Member Colleges" and "A Study of the Relationship of College Climate to Recruiting and Retaining Black Students." Some 45 papers and monographs have been published by the council during the past three years. The motto of the council, "Cooperation for Progress Through Research," genuinely reflects its spirit.

Shortly after the Institute of Higher Education was established (1968), we assumed another direct helping relationship with community junior colleges under the Title III Developing Institutions Program provided by the Higher Education Act of 1965. What began as occasional helping visits to three colleges became a series of organized programs that have provided assistance, during the past four years, to some 22 colleges in seven states and Puerto Rico. Many were short-term assistance programs consisting of one to four visits, but several, such as those with Henderson State in Arkansas, with Puerto Rico Junior College, and with the seven-college Florida Title III consortium, are in their third and fourth years.

The human resources assistance provided through the institute is in all of the four broad areas delineated in the Developing Institutions Guidelines—administrative development, student personnel development, curriculum and program development, and faculty development.

Particularly gratifying experiences and results have occurred with long-term faculty and curriculum development programs at Henderson State, at Puerto Rico Junior College, and in the Florida consortium of developing institutions. Beginning two years ago with one-shot systems workshops in curriculum and instruction design, we have now evolved into a series of workshops on "Humanizing a Systems Approach to Learning." The workshops are built around a model, with the first workshop concentrating on the four sub-systems—Environment for Learning, Provision for Realization of Self-Concept, Calendar for Learning, and Non-punitive Philosophy of Learning. Our premise is that, with these four sub-systems working in concert, a positive humanistic climate for learning can and will prevail on any campus.

The first follow-up workshop focuses on a systems approach for designing instructional units and packages; subsequent workshops aim at teaching faculty to conduct structured human relations experiences with their students. This is an integral part of the Provision for Realization of Self-Concept sub-system of the model.

The workshop that Connie Sutton, Renee Westcott, and I presented for the seven presidents of the Florida consortium colleges in May 1971 was a memorable one. After six relaxed hours of humanizing activities and experiences, all seven presidents acknowledged a re-orientation to their primary administrative mission—creation of a positive climate for learning on their campuses. It was especially delightful when, several weeks after this workshop, one of the presidents called to say—with great pride in his voice—that his administrative council had just voted six to four to abolish capital punishment!

To date, some 320 faculty on 12 campuses have experienced these "Humanizing a Systems Approach to Learning" workshops. On all 12 campuses, instructional units and packages are being developed and used, and human relations experiences are being integrated with learning activities by faculty who themselves had their first such experience in our workshops during the past two years.

Another helping relationship extending from the University of Florida to community colleges, both in the state and throughout the nation, was begun early in 1971 with the establishment of the Center for Allied Health Instructional Personnel. The center, supported primarily by funds from the W. K. Kellogg Foundation, is operated jointly by the College of Health Related Services and the College of Education through the Institute of Higher Education. The graduate programs planned and coordinated by the center are especially designed to prepare people to assume leadership roles in the allied health programs in community colleges and universities. This is another tribute to the farsightedness of the Kellogg Foundation.

The most recent helping relationship extending from Florida and Florida State to the community college movement in general began last year with the establishment of the Center for State and Regional Leadership. This center, funded in part by the W. K. Kellogg Foundation, was set up in direct response to rela-

tively recent developments in which control and coordination of higher education by state agencies is growing in importance.

Major activities under the aegis of the center include the pre-service preparation for state-agency personnel through a special program of graduate studies designed to increase competence in and understanding of staff positions in the state agencies. Our students in this program, the Kellogg Fellows of the 1970s, are enjoying internships, research assistantships, and directed field-station experiences as part of their doctoral studies.

In-service self-improvement opportunities are also provided for state-level personnel already in their positions and not necessarily pursuing a degree at Florida or Florida State. Experiences include individualized orientation during the inaugural period for newly appointed state directors and other key officers, participation in action-research projects on state-agency needs, and taking part in specially designed regional and national workshops and study seminars.[1]

Since these in-service experiences have been offered, some 20 administrators working on state-agency research projects, ranging from Massachusetts to Hawaii, have spent two weeks to a full quarter working directly with us on the Florida and Florida State campuses. The Center for State and Regional Leadership serves also as home base for the National Council of State Directors of Two-year Colleges by helping to identify appropriate programs, activities, and projects of national import and by serving as the national information and distribution center for the council. Much of the success of the center can be attributed to the pattern of experience gained in the 1960s with the Southeastern Community College Leadership Program.

These helping relationships have not all been in one direction for the past few years. Tribute is also due the 27 helping hands extended from Florida's 27 community colleges to the Institute of Higher Education and to the various centers operated jointly by FSU and Florida. Each has served as a laboratory for our professors and graduate students in higher education as they sought research data and investigated the variety of climates extant on their campuses.

We are especially grateful to these community colleges situated only an hour or so from the University of Florida. During any given week Lake City Community College, Florida Junior College at Jacksonville, St. Johns River Junior College, and Central Florida Community College may host one or many of our students—inevitably with patience and understanding.

A special helping relationship exists between the University of Florida and Santa Fe Junior College. The status of a community college is rarely enviable when it is in the home town of a major university, but Santa Fe, during its first six years under the leadership of Joseph Fordyce, achieved a nationwide reputation for both bold innovation and humaneness.

Today, the University of Florida, rarely noted as a citadel of humanistic learning, is actually experiencing some humanistic learning activities. A lot of the credit goes to the constant articulation and interaction between the students and faculty of Santa Fe and the university. Whether just around the corner to Santa Fe, or thousands of miles west to Hawaii, or east to Puerto Rico, we stand ready to lend a helping hand—or to receive one.

[1] James L. Wattenbarger and Louis W. Bender, "Challenge Ahead: State Level Control," *Junior College Journal*, June/July 1972, p. 19.

SECTION IV

Community Junior Colleges and Universities Plan Together: Proposals for Action

ALFREDO G. DE LOS SANTOS, JR.

THE DEVELOPMENT OF CHICANO COMMUNITY COLLEGE ADMINISTRATORS: A PROPOSAL

For this conference on the relationships between universities and community colleges, I should like to reduce this presentation from the assigned topic, "Preparing Community Junior College Administrators for Ethnic Minorities: A Proposal for Action," to "Preparing Chicano Community College Administrators."

The presentation is divided into five sections: (1) a brief history of El Congreso Nacional de Asuntos Colegiales, (2) a statement of our philosophy and commitment, (3) a statement of the problem for which we have proposed a solution, (4) a description of our proposed solution, and (5) the impact of the program.

1. History

El Congreso Nacional de Asuntos Colegiales was organized in Phoenix, Arizona, in February 1971, at a conference co-sponsored by the American Association of Junior Colleges (AAJC) and the Western Interstate Commission for Higher Education (WICHE). Its objective was to discuss the educational problems of Mexican-American servicemen and veterans, but the few Chicanos present soon realized that the structure of the conference lacked adequate Chicano planning, input, and representation to address the question properly.

In caucus, the group organized Congreso and presented to the conference a list of recommendations giving top priority to the need for increased Chicano staffing in the community junior colleges and in the American Association of Junior Colleges.

In March 1971, Congreso representatives met with the AAJC Board of Directors at the annual convention in Washington and made five recommendations, all of which have been implemented to some degree. The four most significant, and their results, are explained below.

(a) *Chicanos on AAJC Staff.* One of Congreso's recommendations to the AAJC Board of Directors was that a department or program of Chicano affairs, with at least one Chicano on its staff, be established. With a grant from the U. S. Steel Foundation, the Office of Spanish-Speaking Fomento, directed by Congreso executive director José "Pepe" Barron, was opened in January 1972. This office has provided invaluable assistance to the association, government agencies, foundations, community junior colleges, universities, and other organizations in their attempts to work with the Chicano community, and has also helped Chicanos on the staff of community junior colleges.

(b) *Chicano Veteran Coordinator.* Congreso, from its inception, has been concerned about the fact that educational institutions have made no commitments to serve the needs of the returning Vietnam veteran, particularly the Chicano veteran. Therefore, Congreso recommended to the AAJC Board that a Chicano coordinator be employed as part of the Association's Program for Servicemen and Veterans. This recommendation was implemented when Benito Botello, Jr. was hired in March 1972 as the veterans' coordinator for the Southwestern and Western states. Funds from the David Dubinsky and the Carnegie Foundations were received to help support the program.

(c) *Chicanos on AAJC Commissions.* Congreso also recommended to the AAJC Board of Directors that at least one Chicano be appointed to each of the Association Commissions. This was done by late 1971. Manuel Ronquillo, from Los Angeles Trade Technical College, California, was named to the Commission on Legislation. Diego Navarette, Pima College, Arizona, was appointed to the Commission on Curriculum. Alfredo G. de los Santo, Jr., El Paso Community College, Texas, served on the Commission on Instruction. Gilberto de la Rocha, College of San Mateo, California, was named to the Commission on Administration. Juan José Martinez, Texas Southmost College, Texas, served on the Commission on Student Personnel.

(d) *Congreso and AACJC.* While Congreso has interests in many areas, it has had close ties with the community junior college movement and thus with the national organization, now the American Association of Community and Junior Colleges. At present, three Congreso members are on the AACJC Board of Directors: Alfredo G. de los Santos, Jr., from Texas, Enrique Oyama from Arizona, and Ricardo Zazueta from California. Congreso's present Board of Directors intends to maintain these close ties with the Association.

2. Congreso's Philosophy and Commitment

Congreso is committed to promote the educational, social, and economic well-being of the Chicano community, particularly through the community junior colleges and the universities involved with these institutions. Congreso's Board of Directors has established working policies for the membership. Our basic philosophy on the problem—i.e., the inability of the institutions alone, given their present structure and staffing patterns, to adequately serve the needs of the Chicanos—has been stated over and over. We no longer need to spend time and effort arguing over this; we should work together to solve it.

Nor is there great need any longer for confrontation tactics. (Perhaps in some isolated cases, this might still be so.) Some of the community junior colleges and universities already understand—and others are beginning to do so—the Chicanos' position that it takes Chicanos to help Chicanos adequately. Congreso members—and other members of the Chicano education community interested in Congreso's work—will assist any institution in its attempt to meet the needs of the Chicanos. This leads us to the problem, as perceived by Congreso, that is relevant to this conference.

3. Statement of the Problem

The problem, in basic terms, is that very few Chicanos are community college administrators, and very few are in positions of responsibility in the nation's

community colleges. It is interesting to note that, as of 1 July 1971, there were *no* Chicano presidents in any of the more than 1100 community colleges in the United States. Now there are two: one at Texas Southmost College in Brownsville and the other at El Paso (Texas) Community College. The number of deans in the community colleges can be counted on one hand; the number of associate deans, on both hands.

This scarcity of Chicanos in administrative positions in the community colleges is not surprising when one looks at what the universities, particularly those that train community college administrators, have done—or not done—with the Chicano community. For example, the University of California, Los Angeles, from its Junior College Leadership Program, has graduated ninety-nine doctorates in the decade 1961–1971, only one of whom is a Chicano.[1] The University of Texas at Austin has graduated only one Chicano from its Junior College Leadership Program.

Congreso proposes a simple solution to this problem.

4. The Proposed Solution to the Problem

Congreso's solution to the problem is to work with the universities to train Chicano community college administrators. To date, we have contacted seven universities from six states—Arizona State University at Tempe, University of Arizona at Tucson, University of California at Los Angeles, University of Colorado at Boulder, University of Southern California at Los Angeles, New Mexico State University at Las Cruces, and the University of Texas at Austin. All have expressed an interest in submitting a joint proposal to the U. S. Office of Education to fund a two-year program leading to a doctoral degree.

In June, representatives from the universities, Congreso, USOE, and the American Association of Community and Junior Colleges met in El Paso, Texas, to discuss the details of the proposal. Foundations have also been contacted about it and a few have expressed interest.

The project, if funded, will begin in 1973. Congreso spent a little over a year discussing the different aspects of the proposal, in an attempt to develop a model that would produce well trained, qualified Chicano administrators. The following section discusses four program design characteristics that were incorporated into the proposal, the ideal model, as seen by Congreso.

(a) Entrance Requirements

Entrance requirements, such as the Graduate Record Examination (GRE), should not militate against possible participants. Congreso feels that the GRE and other screening devices do not adequately measure potential—or whatever has to be measured—in Chicanos. We suggest that examining past performance in graduate school and on the job, interviews by teams of Congreso members, and interviews by representatives of the universities would be better ways of selecting the candidates, who will be recommended by the community colleges involved in the project.

(b) Internship

An internship should be part of the program, with the student earning credit

[1] Report of the Junior College Leadership Program (Los Angeles: Graduate School of Education, University of California, July 1971).

for associated work activity during the internship period. Congreso's model would include three semesters of internship, but not the internship as it has been and is currently being carried out, with little or no direction and supervision. We propose that the university provide close supervision and that the community colleges assign one of their administrators to spend approximately one quarter of his time working with the intern, teaching him, supervising his work, assisting in the learning experience.

Besides this close supervision, we suggest that directed reading or individual study be part of the program, with the intern writing or otherwise reporting to both the community college and university supervisor what he has learned and how it relates to his internship experiences.

We also recommend that the participants enrolled in each university be brought together, perhaps once a month, during the internship period. For example, all the students enrolled at UCLA would spend a four-day weekend each month with, say, a Max Raines, or a Simon Gonzalez, or a John Roueche, or an Arnulfo Oliveira, or a Richard C. Richardson, Jr., or a José A. Cardenas, learning from the consultant, each other, the community college supervisors, and the university representatives.

(c) Program Staffing

Congreso feels strongly that the director of the program should be a Chicano, and that, as much as possible, the teaching should be done by Chicanos. Congreso is in the process of collecting biographical sketches of Chicanos involved in education or related fields, so that the universities may invite faculty/consultants from this list to come and work with participants as the need arises.

(d) Funding

Originally, we had thought that funding for the program would be sought from five sources, including Part E of the Education Professions Development Act, Title III of the Higher Education Act, philanthropic foundations, the universities, and the community colleges. After the June meeting in El Paso, however, it was decided that we would not seek funds through EPDA.

5. Impact of the Program

We think the proposed program is a good one, one that will have a significant impact on the universities and on the community college movement. To begin with, the model developed to train the administrators will probably change the thinking at the universities. We realize that the universities all have certain parameters within which they have to operate, but even if the proposed model is not used intact, its effect will be significant. Some universities have already committed themselves to implementing the model as proposed by Congreso.

The impact on the community colleges, we believe, will also be significant—for the first time, Chicanos will be involved in the decision-making process on a larger scale in the community colleges. We hope that the "ambiente" at the institutions will be changed so that Chicano students will be better served.

We hope the greatest impact will be felt within the Chicano community. While no comprehensive, authoritative research projects, similar to those done by the U. S. Commission on Civil Rights on the public K-12 institutions and the services they render to the Chicano community[2] are available, bits and pieces

of information have led Congreso members to believe that the community colleges have not done as good a job as they could in serving the needs of the Chicanos. We see this project as a way of changing the situation.

[2] United States Commission on Civil Rights, *The Unfinished Education, Outcomes for Minorities in the Five Southwestern States* (Washington, D.C., October 1971); United States Commission on Civil Rights, *The Excluded Student, Educational Practices Affecting Mexican Americans in the Southwest* (Washington, D.C., May 1972).

FREDERICK C. KINTZER

UNIVERSITY–COMMUNITY COLLEGE ARTICULATION: A PROGRESS REPORT AND ACTION PROPOSALS FROM THE ESSO EDUCATION FOUNDATION UCLA PROJECT

INTRODUCTION

Articulation agreements that would increase the flexibility and improve the efficiency and effectiveness of community junior college/senior college-university transfer are at last rapidly taking shape in statewide patterns across the country. Led by Florida in 1965, Georgia in 1968, and now, Illinois and Oklahoma, the trend is toward statewide plans based on the acceptance of associate degrees or a core curriculum. Invariably, these agreements attempt to protect the integrity of both two-year and four-year institutions and establish communication among the segments. Illinois is the only state where a formal articulation agreement is mandated by law through section 102-11 of its Junior College Act of 1965.

Several universities in widely scattered states have recently announced liberalized transfer policies effective in the fall term, 1972, e.g., Washington State University and the University of Massachusetts.

An organized effort is under way in practically every state to develop transfer agreements or formulae. Often under the aegis of a state government agency, all segments are typically being brought into discussions at an early point and maintained as task forces—some subject-directed, some problem-oriented.

Statewide committees on articulation, already functioning for many years in states such as California, Florida, and Michigan, are now being formed in states across the nation—in Connecticut, Iowa, Maryland, Missouri, New Jersey, North Carolina, and Virginia, where a general education subcommittee of the Two-year/Four-year Articulation Advisory Committee held its first meeting in February 1970. Although slow in coming, statewide studies of community college education, some emphasizing articulation, are under way in at least 20 states. Guidelines for transfer are being written in Kansas, Maryland, North Dakota, and West Virginia.

While not widely included in the active or proposed package plans, credit for some vocational-technical courses is now allowed by universities in a few states.

THE RESEARCH PROJECT

These observations are made from information gathered for the *Nationwide Pilot Study on Articulation*,[1] in preparation for a more comprehensive investigation. The *Pilot Study*, containing data from more than 80 educators in all 50 states, was conducted in preparation for launching a three-stage research project. Sponsored by the Esso Education Foundation, the project is titled "Evaluation and Application of Community College Transfer Credits and Courses by Senior Colleges and Universities in All Fifty States" and is scheduled for completion in September 1973.

When it was scarcely under way, the project promised to go international. According to an informal agreement with the Canadian Association of Community Colleges, the Canadian provinces will be included in all three stages.

The purposes of the project are:

1. to gather and synthesize information (in Stage I) on credit and course relationships
2. to evaluate articulation models
3. to investigate (in Stage II) student attitudes and to report specific transfer problems
4. to provide bases (Stage III) for aiding statewide and regional articulation planning.

A National Coordinating Committee of five specialists is participating in the planning and development: Stan Berry, Director of Admissions, Washington State University; Irvin G. Lewis, Administrative Dean for Student Personnel Services, Pasadena City College (California); Jane E. Matson, Professor of Education, California State University at Los Angeles; James H. Nelson, Professor of Administration and Higher Education, Michigan State University; and James L. Wattenbarger, Director, Institute of Higher Education, University of Florida. Dorothy M. Knoell, who with Leland L. Medsker directed the comprehensive transfer investigations in 1963–64, is a special consultant to the project.

Stage I, now complete, is an updating and expansion of the *Nationwide Pilot Study on Articulation*. Information will be presented as part of a forthcoming book to be published in the Jossey-Bass Higher Education series. In addition to information on public universities, state colleges, and community colleges, the state reports include reactions of state directors of community colleges, state coordinating councils of higher education or public education, state community college organizations, regional accrediting agencies and regional boards or commissions, such as WICHE and COMPACT. Private two-year and four-year colleges will also be represented.

Recent developments in a number of states, including those already mentioned, led to the identification of a typology of articulation styles. The remainder of this paper will be devoted to a description and introductory analysis of this typology and a brief discussion of major directions and predictions.

TRENDS IN ORGANIZATION AND ADMINISTRATION

Before presenting the articulation models, I should like to mention several widely recognized trends in two-year college organization and administration

[1] Frederick C. Kintzer, *Nationwide Pilot Study on Articulation*, Topical Paper Number 5 (Los Angeles: ERIC Clearinghouse for Junior Colleges, University of California, 1970).

related to and in varying degrees affecting the progress and direction of articulation: (1) the trend toward control by state boards or councils for community college education, (2) the rapid development of comprehensive programs in community colleges, and (3) the spread of the multi-institutional style of administration.

In recent years, new state boards for public community colleges have been created in Arizona, California, Connecticut, Florida, Illinois, Maryland, Massachusetts, Minnesota, and Washington. In other states, community colleges have been organized or reorganized under a single agency for higher education, as in New Jersey, New York, Ohio, Pennsylvania, and Virginia. Several states have placed their community colleges exclusively under the state university system, namely, Alaska, Hawaii, Indiana, Kentucky, Utah, and Wisconsin. In 1963, Arkansas named a Commission on Coordination of Higher Education Finance, which has actually become the State Community Junior College Board.[2]

The number of comprehensive two-year colleges increased rapidly during the last decade, establishing a direction for the '70s. Community colleges in Hawaii, Iowa, New York, North Carolina, and many others have programs for a diversified student body of all ages. Those in Kansas, Maryland, Massachusetts, New Jersey, Ohio, Pennsylvania, and Virginia are moving in that direction.

The multiversity as an administrative style is also spreading rapidly. Jensen reports that one-quarter of all students in American colleges and universities are now enrolled in "multicampuses," "multicolleges," or "multiversities." Over 120 senior colleges and universities operate two or more units and over 40 community college districts—14 in California alone—have two or more campuses.[3]

TYPOLOGY OF ARTICULATION STYLES

Three styles of articulation are identifiable in the 50 states. Although overlapping in many details, each has distinguishing features. Under the first two styles, named below, are two different plans or systems, with subsets occurring under the second. More than one articulation style is found in several states listed in the outline, notably California, Michigan, and Texas.

I. Articulation Policies Defined by Statewide Formal Agreement or on a Legal Base
   A. Formal Agreement
      1. The Florida Formal Agreement Plan
      2. The Georgia Core Curriculum Formula
      3. The Modified Core Curriculum Formula in Texas
   B. Legal Base
      The Illinois Plan
II. Articulation Policies Defined by a Higher Education System Within a State
   A. A State Government Agency
      1. The North Carolina Guidelines
      2. The Oklahoma Agreement
      3. The Oregon System
      4. The Virginia Plan

[2] For a state-by-state listing and a description of patterns of control, see: Leland Medsker and Dale Tillery, *Breaking the Access Barriers, A Profile of Two-Year Colleges* (Hightstown, N.J.: McGraw-Hill Book Company, 1971) chapter 7.

[3] Arthur M. Jensen, "Multicollege/Multicampus Problems—Guidelines" (unpublished paper, 1972).

B. An Institutional System
   1. Community Colleges as Segments of University Systems
      a. Hawaii
      b. Kentucky
      c. Nevada
      d. Wisconsin
   2. Community Colleges Within a State System of Two-Year College Education
      a. Arizona
      b. Iowa
      c. Massachusetts
      d. Missouri
      e. New Jersey
      f. New York
      g. Pennsylvania
      h. Washington

III. Articulation Agreements Developed on a Voluntary Basis by Institutions
   A. The California Articulation Conference Plan
   B. The Michigan AACRAO-Oriented Plan

Differences among the three styles of two-year/four-year college articulation are more in degree than in kind. Statewide subject-matter conferences are prominent in the methodology of decision making in all states. The composition of conferences and how each is organized and coordinated are discriminating characteristics. Governance patterns of higher education heavily influence the development of a particular articulation style.

I. *Articulation Policies Defined by Statewide Formal Agreement or on a Legal Base*

The distinguishing characteristics of the formal agreement and legally based styles—first developed in Florida (1965), later in Georgia (1968), Texas (1968), and Illinois (1972)—are those of timing and breadth of contribution from the various levels of education. In the four states named, all segments entered discussions at an early point and continued as task forces under the aegis of a state body—the State Board of Education in Florida, the University Board of Regents (which includes two-year colleges) in Georgia, the Coordinating Commission on Higher Education in Texas (where the core curriculum is limited to public junior colleges), and the Joint Council on Higher Education in Illinois.

The Formal Agreement Plan is, by title, self-explanatory. In Florida, where this style is best exemplified, task force committees were organized in various discipline areas in preparation for the drafting of legislation. Statements recently issued by Florida State Department of Education administrators and representatives of the Board of Regents describe several important steps:

A. establishing the Associate in Arts as the transfer degree
B. creating a coordinating committee to review individual student appeals
C. recognizing institutional integrity in decision making.

Community college students receiving the A.A. degree would be admitted as juniors in the university system. Determination of the major course require-

ments for the B.A. degree, including lower-division major courses, would be the responsibility of the state university awarding the degree. No state university would be allowed to require additional lower-division general education courses of the Associate in Arts degree transfer students.

A resolution adopted in December 1970 by the Illinois Board of Higher Education requested that each public junior and senior college and university declare that a transfer student in good standing, who has completed an associate degree based on baccalaureate-oriented sequences and who is to be transferred from a junior-community college in Illinois, be considered (1) to have attained junior standing and (2) to have met the lower-division general education requirements of senior institutions. The final report of the Articulation Study Committee of the Board (June 1971) presented guidelines for the transferability of credit for students in non-baccalaureate-oriented programs (i.e., occupational, vocational) with or without an associate degree. Implementation of the adopted guidelines by the Board of Higher Education will complete the initial planning and delivery system for efficient higher education in the State of Illinois.

II. *Articulation Policies Defined by a Higher Education System Within a State*

In the several states illustrating this articulation style, the state body responsible for community college education tends to be a controlling rather than a coordinating agency. While, in every case, all levels of education contributed to the formation of statewide agreements, heavy responsibility for policy development and implementation (if a state government agency) is held by that agency; e.g., the Oklahoma State Regents for Higher Education and the Oregon State Board of Higher Education. If it is an institutional system, such policy development and implementation center in the institutional board; e.g., the University Board of Regents in Hawaii or the Board of Trustees of the University of Kentucky. Either system is relatively inflexible.

An articulation agreement announced two months ago by the Oklahoma State Regents of Higher Education is similar to the Florida plan. Both public (including state junior colleges and community junior colleges) and private two-year colleges are included, but only public senior colleges and universities are so far involved. The plan recognizes the integrity of programs of general education developed by any of the member institutions.

In Oregon, two major senior institutions (Oregon State University and Oregon Technical Institute) have been accepting substantial blocs of vocational-technical courses in such fields as industrial arts teacher education, law enforcement, nursing, and dental technology. These, of course, are fields in which either or both senior institutions offer baccalaureate degrees. Similar arrangements are found in certain North Carolina universities and state colleges in business, allied health, and engineering technologies.

III. *Articulation Agreements Developed on a Voluntary Basis by Institutions*

Voluntary cooperation and negotiation, rather than unilateral declaration or legislative statute, are the main features of this style. It relies heavily on regular and *ad hoc* subject-matter liaison committees to pinpoint problem areas and to recommend policies and procedures to solve them. Decision by agreement rather than by edict is, to its advocates, its chief strength. How to put teeth into recommendations from liaison committees is one of the headaches. Financing the

volunteer organization is a perennial problem in California and Michigan, where this style dominates.

Maintaining institutional integrity is crucial in developing transfer formulae for legislative concurrence or for institutional agreement. As with any package plan, reaching agreement on which courses are to be considered suitable for transfer is the most perplexing problem.

DIRECTIONS AND PREDICTIONS

Evidence is increasing that this decade will bring greater involvement and control of junior-senior college articulation by state agencies. In most states, some type of statewide articulation authority has been assigned the responsibility of developing guidelines and, in many instances, of preparing policies and procedures to mandate articulation. In only a few states are efforts being kept on a relatively informal and voluntary basis. It is hoped that voluntary and informal efforts will, wherever possible, reverse the trend toward mandated articulation agreements.

Core curriculum plans—a type of package acceptance in states where public higher education is managed or dominated by a university board of regents—will continue to serve scattered states, but will probably not be widely accepted.

Statewide subject- or problem-area committees, prominent in California for several decades, and also in Florida and Illinois, are rapidly being formed in such states as Connecticut, North Carolina, and Virginia. A total acceptance of the associate degree—a course package named by community colleges—is very likely to spread rapidly to all corners of the nation and to become commonplace by the end of the decade.

Washington, among other states, appears to be moving rapidly toward an acceptance of the associate degree. Led by Washington State University, where a total acceptance package, to be effective fall 1973, has recently been announced, the state is close to an all-institutional agreement that may well include vocational-technical courses in the package. Mention has already been made of such specific developments in Oregon and North Carolina.

The upper-division university, now prominent in Florida, will spread to other sections of the country. Thirty-six of them are currently operating in at least three other states besides Florida, namely, New York, Texas, and Illinois. The fact that upper-division institutions do not offer lower-division work increases their dependence on community colleges and, by the same token, improves the negotiating position of the latter institution. One correspondent referred to this situation as the dilemma of the upper-division university's "undersized door."

In the wake of these developments, a number of crucial questions must be answered:

1. Should general education be entirely confined to the lower division and should subject-major work be taken only in the upper division of the senior institution?
2. Which courses are automatically transferred? Which must be negotiated?
3. Is the rationale for such judgment entirely satisfactory with both or all types of institutions?

4. What provisions are being considered for the non-degree transfer applicant?
5. Above all, are transfer students realistically prepared for upper-division courses that in universities may persist in traditional form? Can junior college transfers compete with their university counterparts in specialized major fields?

As pressure mounts for greater two-year college authority to name lower-division courses, we must not, in the spirit of collegial cooperation, make hasty decisions. The single-institution baccalaureate degree concept is deep-seated. The prerogative of the degree-granting university to approve lower-division work taken elsewhere will not be displaced easily. Only after agreements are accurately communicated, given time to jell, and approved in writing, will the transfer student have a reasonable chance to realize equal treatment.

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GROUP MEETING REPORTS

FREDERIC T. GILES, CHAIRMAN

Group 1 Report by Marie Y. Martin, *Chairman*
Suggestions:

1. The universities should attempt to hire more minority people.
2. They should also recruit Chicano faculty to train administrators and faculty. People are needed who have empathy and understanding and who can relate to each other.
3. Universities should have staff who can go out and work in the bilingual community colleges. They should encourage multi-cultural and multi-language education.
4. There should be such a partnership between the university and the community colleges that they can cooperate with each other.
5. Graduate schools of the university should be made aware of community college programs and of minority problems to permit the admission of the minority student to the M.A. and doctoral programs. The University of California is to be commended for modifying its requirements for admission for transfer students. We need more experimental programs in our four-year colleges.
6. Minority students demand minority counselors and teachers and, after a year, they complain that these counselors and teachers are not meeting their needs. Staff to meet their needs should be provided.
7. The optional Graduate Record Exam in some of the colleges is laudable.
8. We also recommend that the universities have advisory groups, as the junior colleges do. The groups should be made up of people from business, industry, labor, etc.
9. Skills must be taught in the native language if they are to be effective, for there is a certain distrust of people not of the same ethnic group. Perhaps others besides minority people, such as specialists in counseling, in how to teach, and in how to communicate, should be hired to diagnose the needs of the students. There is a difference of opinion on this point, because some colleges already have these specialists, but they are not working out too well.

Group 2 Report by Jane E. Matson, *Chairman*

Articulation has two facets. One is the various systems of agreements and procedures dealing with numbers, units, and credits; the other is the matter of attitude. We agree on the need for developing machinery to maintain communications between institutions, for we must deal effectively and fairly with transfer students, especially those who have been involved in innovative programs and procedures in community colleges.

Suggested proposals for action:

1. Identify problems unique to a particular state or college and review the way they were resolved.
2. Consider having a transfer ombudsman at community colleges and four-year institutions.
3. Design ways to transfer information between institutions.
4. Determine a good definition of goals and accept an external audit.

5. Bring together teaching faculty of the community colleges and universities from the various disciplines to try to resolve mutual problems in developing courses and course content.
6. Develop systems that insure equal treatment of transfer students, not only in counting of credits, but also in opportunities for class selection, registration, housing, financial aid, etc.

If any of these proposals could be adopted in the next year, it would be a great accomplishment.

Group 3 Report by James H. Nelson, *Chairman*

Suggestions, proposals, and ideas:

1. Be optimistic and demonstrate some faith in the future of higher education.
2. Mount a comprehensive national study of programs to prepare and develop community college personnel, as suggested in Thomas Shay's paper.
3. Give greater emphasis to teaching people how to learn what to learn.
4. Concentrate more on training minority leadership and increasing minority representation on the university staff.
5. Find more imaginative and effective ways to help the new developing, struggling institutions. Find better ways to disseminate and develop institutional technology.
6. Determine what characteristics of faculty best stimulate student learning and development and join university and community college faculty in this endeavor.
7. Do not lose sight of the needs of private institutions. Correct the failure to balance concern for and responsiveness to all minority and ethnic groups.
8. Clarify priorities in the use of university personnel to provide pre-service and in-service training of community college personnel, and also be certain that there is a reasonable chance of employment for those completing the training.
9. Place greater emphasis on the training of vocational and technical teachers.
10. Encourage community colleges to take more initiative in developing training programs for all teachers.
11. Let the Council of Universities and Colleges assist these community colleges whenever and wherever it can.
12. Encourage the Council of Universities and Colleges to study and interpret the development of non-traditional programs in community colleges.
13. Recognize that varying criteria are used as different people are employed in community colleges and that therefore it is impossible to prepare the perfect community college teacher.

SECTION V

A Further Look to the Future: Career Education

MELVIN L. BARLOW

COMMUNITY COLLEGES AND UNIVERSITIES WORK TOGETHER IN PREPARING STUDENTS FOR CAREERS

Traditionally the university has prepared people for a variety of specific careers or vocations. This paper will go beyond tradition to take a broad view of the university's responsibility in its joint venture with the community college in vocational preparation.

The following text is a quotation from a California Law approved by the Governor on August 24, 1971, and still largely unknown in many education circles in California:

> The Legislature hereby recognizes that it is the policy of the people of the State of California to provide an educational opportunity to every individual to the end that every student leaving the school should be prepared to enter the world of work; that every student who graduates from any state-supported educational institution should have sufficient marketable skills for legitimate remunerative employment; and that every qualified and eligible adult citizen should be afforded an educational opportunity to become suitably employed in some remunerative field . . . .
>
> —*Education Code*, Chapter 713, Section 7504.

The law applies to *every* individual, not to some, but to all. It applies to those who drop out of high school, community college, and university; it applies to their graduates; and it specifies that all institutions have a basic responsibility to do something about the educational needs of adult citizens.

This policy statement of the Legislature defines a basic commitment to the people of the state. In effect, it mandates that educational institutions of the state develop a new kind of sensitivity to the work potential of youth in school and adults not in school. The law also says, in effect, that career aspirations of youth must have a legitimate place in the educational program of all institutions, with each contributing its appropriate effort. The law subscribes to the several basic tenets of Career Education, but emphasizes one that keeps getting lost in educational institutions—the factor that determines whether or not a person can actually become employed. This part of career education will be referred to by one of three terms—career preparation, vocational education, or occupational education. All three mean the same thing, and they will be used synonymously.

As with many laws of a policy nature, the California law did not provide any

funds to accomplish its ends. Although to some people this is adequate reason for ignoring the whole situation, much can actually be done without additional funds. If nothing else, the institution can think about its responsibility under the law and make plans for action.

A reasonable assumption is that in the future career education will in fact be accepted and implemented in the high schools. When this situation has been reached, all youth who go to the community college or to the university will do so with reasonably definite ideas about the positions in the labor force they hope to achieve. When this state of affairs has been reached, the community colleges and the universities can spend less time dealing with the career awareness and career exploration and concentrate more on that vital part of career education identified as *career preparation, occupational education,* or *vocational education.*

Ever-present facts confronting the community colleges and universities are: (1) we lose a significant number of students before high school graduation, maybe as many as 25 percent; (2) a high percentage, perhaps more than 50 percent, of those who do graduate from high school do not continue their education; (3) of those who do continue their education, a high percentage, again as many as 50 percent, do not complete four years of post-secondary instruction. Both the community colleges and the universities must have some concern for those who have fallen through the cracks of the educational structure.

I do not intend to discuss the responsibility of the community colleges and universities for those who leave the general track in education, but I recognize that cooperative relationships do and should exist. As both institutions have already done much to extend their educational services to these persons, I shall confine this discussion to those who are in the community colleges and universities as regular in-school students. I should like to make three major points concerning the cooperative relationships of community colleges and universities in preparing students for careers.

1. Eliminate the Occupational Education Myth

This broad problem has so many parts that it cannot all be dealt with at once. One troublesome point concerns the number of occupations to be dealt with. The *Dictionary of Occupational Titles* lists more than 20,000 jobs, but this is not the number that either the community college or the university must be concerned with. Some higher education people use this high figure as an excuse for doing nothing at all, even though most people work in comparatively few occupations. It is absurd for anyone in any educational institution to throw up his hands and say that nothing can be done because the *Dictionary of Occupational Titles* has so many items. Most of the men in California, for example, work in fewer than 200 occupations, and most of the women in fewer than 100 occupations. Some community colleges in California already offer instruction in more than 50 different occupations.

Another vicious evasion is that occupations change so rapidly that it is difficult to plan ahead. The proponents of this argument plead that, since a sizable percentage of students now in high school will work in occupations that have not yet been invented, one cannot develop a realistic occupational education program

in the community college or the university. The net result is that they view the problem as insoluble and settle for the status quo in their instructional system.

Obviously occupations are changing and consequently instructional programs must change accordingly—this is the order of the day. No program, occupational or otherwise, need be locked into the instructional system forever. It is rare to find in the community college or the university anyone who understands the occupational system from a practical point of view; it is rarer still to find any who can match practical information with an instructional program. These talents must be developed by the institutions concerned.

For the community colleges and universities to be able to work together to prepare students for careers, they must get rid of the occupational education myth and hire staff members with a deep understanding and realistic knowledge of the actual occupational structure and of the trends within it.

2. Determine the Occupational Worth of Instructional Programs

Recently a state university asked me to talk with its administrative officers about one of their urgent problems. It seems that their baccalaureate graduates cannot get jobs. The students and also their parents have complained to the institutions. In their search for answers to their problem, the administrative officers found that the reason students did not know the occupational worth of their baccalaureate program was that the institution did not tell them, and the reason the institution did not tell them is that the institution did not know either. I believe that, unless the community colleges and universities begin to think about their instructional programs in occupational terms, they will experience a backlash from students, parents, and community. It is unbelievable that society will willingly support educational institutions that cannot contribute directly to the world of work.

Every instructional program can be reviewed to determine what its occupational outlets are; students can be told what is possible in the way of earning a living after completing the instructional program. I firmly believe that most of the instructional programs in most of our community colleges and universities will lead to something in the occupational world. Institutions must find out definitely what jobs can be performed by graduates of these programs; they must know whether such jobs actually exist, and must make sure the students who complete the programs can in fact work in them. This part of the task cannot be treated lightly—arm-chair philosophy about the students and the instructional program will not be sufficient. Close relationships must be developed among the employers, the community, and the employment agencies of the state.

The Division of Vocational Education has in operation an experimental program in Allied Health Occupations for students in grades 10, 11, and 12 in four local high schools. This vocational program has been added to the regular instructional program of the four schools. The schools, the students, and their parents all know where the students can go occupationally. The educators know that occupations will exist and be waiting for the students when they graduate from high school. Some of these students will go to work and probably stay in that occupation for some time; others will go to work but continue a part-time program in a community college to qualify for a better occupation; some of the

community college graduates will probably continue their occupational preparation in a four-year institution to qualify for an even better occupation.

This kind of program has many problems. As we had to teach some students even to read and write, we called on the student body at UCLA for student assistants to the high school group. Many of the high school students now have big brothers and sisters from the university who help them with all manner of problems. Since we insisted that the high school students have an opportunity to succeed, there have been no failures. The biggest problem in the program has been to keep the hospitals from hiring the students at the end of the tenth grade.

The traumatic situation that community colleges and universities must face before they can work together is realizing that they must develop a deep understanding of the exact occupational worth of their instructional programs, so that they can cooperate in preparing students for careers. If, as it is sometimes argued, some instructional programs lead absolutely nowhere, the institutions must redesign them..

3. Develop Cooperative Consulting Relationships

Two-way communication between the community college and the university is imperative in building strong career-emphasis programs. Each institution can assist the other. During the present year, the Division of Vocational Education has worked with three community colleges in special current programs. The colleges needed help; the university had the people available to help them. Other relationships with community colleges will develop as they expand their vocational education programs.

In a similar fashion, the university expects to initiate almost immediately a discussion program with a number of community colleges concerning a pattern of leadership development for those in vocational education who will also become specialists in junior college administration of vocational education. The program will be implemented as soon as it is fully designed. A part of the leadership process for students will be continuous involvement with on-going community college programs. The involvement will be with the real community college, not the textbook community college, emphasizing involved leadership. The by-product will be the doctor's degree. When this part of the program has been developed locally, it will be extended to national coverage.

There have been many instances of cooperative consulting relationships over the years, but they must be fully developed in order that both of the institutions, the community colleges and the universities, can be in a better position to help students prepare for careers.

SUMMARY

The togetherness suggested by the title of this presentation is not a debatable topic; it is practically guaranteed by law. The policy statement of Section 7504 of the California *Education Code* is beginning to develop an educational posture that says, among other things dear to the education of an individual, that getting the student ready to pick up his adult role as a producer of goods or services is an educational imperative. The Code has no intention of throwing out anything. It merely attempts to emphasize a universal fact: that the youth in school today

will become the worker of tomorrow. It is no longer easy to keep education and preparation for work completely separate. The new look in education is embodied under the term "career education." Vocational education is a part of it—the part that makes the difference in whether or not a person can get a job. Vocational education is very broad—it encompasses all persons and all jobs, whether or not the vocational preparation is provided in community colleges and universities.

One major factor that endangers the cooperative arrangement of community colleges and universities in career preparation is the prevalence of myths about occupations. Some people insist on creating a phantom dragon based on a myth, and then proceed to beat it to death with everything they can lay their hands on. Understanding occupations is not all that complicated.

Another major factor in the process of cooperative effort between community colleges and universities is that the institutions must begin to think of the occupational worth of their curricula—what kinds of work the student can actually do after completing a program of instruction that confers an associate or baccalaureate degree. A way to inform students about their vocational potential on completion of their studies has not been too well developed in community colleges and universities.

A third major factor in cooperation on preparation for careers is the development of a direct consulting relationship to bridge the gap between the community colleges and universities. All too often this bridge is only a piece of paper called a "transcript," which tells little about the student and little or nothing about his career interests. We seem to have no time to develop dialog among the institutions about the career expectation of the student—we let the grade-point average do it all.

The possibility of increasing the ways and means of establishing cooperative relationships between the community college and the university with career preparation as the motivating force is exciting. The potential benefits for the student are enormous.

PETER P. MUIRHEAD

COMMUNITY JUNIOR COLLEGES AND UNIVERSITIES PLAN FOR CAREER EDUCATION

It is particularly pertinent that the partnership aspect of cooperation between community colleges and universities should be stressed at this conference, because Congress has just passed and the President has signed into law landmark legislation that will have an historic impact on the partnership between the federal government and the higher education community for years to come. The Education Amendments Act of 1972, besides authorizing access to higher education for all qualified young people regardless of family income and recognizing for the first time a federal responsibility to help colleges and universities to carry out their own missions, is intended to reassert a basic concept of the federal interest in higher education. The concept is that federal resources can and should be used to help higher education institutions serve the public purpose without federal control of or unwarranted intrusion into the higher education process.

This is a welcome opportunity to discuss briefly some provisions of this significant new federal legislation that now becomes our joint responsibility to implement. Regrettably, only a few of the important titles under the Act can be discussed at this conference.

Since the President sent his higher education message to the Congress in March 1970, we have been working closely with representatives of the higher education community (including many at this conference), with members of both parties in the Congress, and with their staffs in arriving at the important concepts embedded in the legislation. It is our firm resolve that this same condition of cooperation be continued in carrying out the legislative provisions. With that in mind, Joseph Cosand, Deputy Commissioner for Higher Education, is even now drawing on the experience and counsel of college and university leaders and appropriate members of Congress and their staffs in developing the necessary regulations, guidelines, and procedures for effective administration of the new statutes.

The development of these regulations and guidelines will require some time because we do not expect to see them spring from the ground full-blown in the federal bureaucracy, but rather to consult widely in the process through regional meetings with higher education leaders.

Obviously, the Commission needs the benefit of the educators' continued good help and counsel. If this has the ring of a mendicant soliciting creative talents and thoughtful contributions, it is the exact sound intended.

Several provisions of the bill concern major higher education. Basically, it embodies the higher initiatives advocated by the President including:

1. equal educational opportunity, as represented in the entitlement concept for student assistance
2. institutional aid related to a national purpose, as represented in the cost-of-education allowance determined by the institutional commitment to serving students in financial need
3. increased emphasis on education research, as represented by the creation of a National Institute of Education dedicated to the search for new knowledge to improve education across the entire spectrum from kindergarten through graduate school
4. encouraging, assisting, and inducing needed change and reform in post-secondary education, as represented by the language in the bill providing a modified version of the proposed National Foundation for Higher Education.

Student Assistance

The legislation's most dramatic advance is in student financial aid. It accepts the principle set forth by the President in his 1970 higher education message to the Congress:

> No qualified student who wants to go to college should be barred by lack of money. That has long been a great American goal; I propose that we achieve it now.

To meet that goal, the bill would authorize a new basic Educational Opportunity Grant Program providing substantially increased benefits to students from families with annual incomes up to $12,000. This new aid would be in addition to all existing student aid programs, in effect providing a new floor for benefits to students whose families cannot afford to send them to college.

For the first time, a financially disadvantaged student would be able to determine clearly what kind and how much aid would be available. The new grant would be equal to $1,400 a year (minus what his family could be reasonably expected to contribute, but not to exceed one-half the cost of attending college) and would relate to the on-going grants, loan, and work-study programs already on the books.

The bill would also create a secondary market for student loans, thereby substantially increasing the availability of low-interest, guaranteed funds for students entering college. This program would particularly ease the burdens of middle-income and upper-middle-income students enrolled in public and private colleges.

Finally, in the student assistance provisions, the bill contains a new program of federal incentive grants to encourage the states to put more money into state scholarship programs—programs like those California has long supported—and programs that have traditionally allowed students some freedom of choice in college attendance.

Institutional Aid

The most significant debate on the higher education provisions of this act occurred over the formula for institutional aid. It was agreed by some that the funds for institutional support should be allotted by a formula related to instructional costs for all students and by others that such funds should be distributed on the basis of the institution's commitment to the national purpose of extending equal educational opportunity. The Congress wisely decided that, if the federal effort results in encouraging more disadvantaged students to attend college, it should then help institutions meet the additional costs of serving the increased enrollment. It is important to emphasize that, with equal wisdom, the Congress decided that each institution would determine how best to use these funds for operating expenses.

The news media in several states have published the approximate amount each college within the particular state will receive under this section. Since such estimates have been made on the basis of congressional authorization, they are, to say the least, premature. Colleges can expect a more realistic figure when the appropriation process, which is now going on, is completed.

Research

The National Institute of Education (NIE), created by this act, will be a new research institution within the Department of Health, Education, and Welfare. It will have a presidentially appointed director and a distinguished national advisory council, and will be modeled along the lines of the National Institutes of Health.

The purpose of the NIE, as set forth by President Nixon, would be "to begin the serious, systematic search for new knowledge needed to make educational opportunity truly equal."

Operating across the entire spectrum of our educational system, from kindergarten through graduate school, the institute would concern itself with providing a research base for restructuring and improving the system for greater effectiveness. It would serve as a vital resource in the search for new ways to increase access to education, to broaden the age range of learning, to increase the relevance of learning, to design learning programs tailored to the specific needs of individuals, and to increase the range of resources available for learning.

Reform and Innovation

The administration's emphasis on reform and innovation is also carried out by language in the legislation authorizing the HEW secretary to make grants to improve post-secondary education. This language would provide the department with essentially the same authority to promote reform and innovation as the administration had proposed for a National Foundation for Higher Education. In large measure, this provision attests to this administration's belief that the best way to assure that higher education will respond to the developing needs of the public is to provide the means directly to the higher education institutions themselves.

Career Education

The interest of the Congress and the Administration in career education is reflected in Title X, which creates in the Office of Education a Bureau of Occu-

pational and Adult Education and a Community College Unit to coordinate programs that benefit community colleges. These programs, with their authorization for large-scale support of greater diversity and flexibility in the community of post-secondary education and their potential for according new motivation toward and respect for the great majority of occupations that do not require and do not need a baccalaureate degree, have important implications for the deliberations of this conference.

To serve all people, occupational education must be part of an educational system that recognizes the career implications of all education and the educational nature of all experience, and that, therefore, minimizes "credentialism" or the idea that the only noble path to success and happiness is an education leading to a traditional four-year degree or beyond.

Career education, for a number of reasons, is an idea whose time has come. Perhaps the most compelling reason is that we have now reached the threshold of providing equal opportunity for post-secondary education for all youth. Having achieved that goal, it is equally compelling that our system provide sufficient diversity in training opportunities to suit the diversity of talents and interests of those who will be seeking post-secondary education.

The four-year colleges, the universities, and the community junior colleges have as distinctive a role to play in career education as they do in the arena of equal educational opportunity. Each institution is an appropriate one for providing career ladder opportunities.

This is indeed landmark legislation. It is hoped that it will enable educators to meet the twin goals of extending equal educational opportunity to all who can benefit from it and of providing high-quality education of sufficient diversity to suit their needs.

Several distinguished junior college organizations are to be commended for holding this career education conference and for participating in it.

The participants will return to their states, their institutions, and their associations and work to advance the design and installation of career education programs that will help every youngster fulfill his personal and economic goals and aspirations. They will find the revitalized federal interest in S. 659 of significant help to them in that work.

Those who have chosen education as a career have an unparalleled opportunity to do something important with their lives. Education is asked to deal with the hopes and dreams, the inner turmoil and insecurities, the abilities and shortcomings of the young, and to help each one find his way to adulthood. In this increasingly complex world, he must also be prepared for a career he wants and can handle.

This is a moral and ethical commitment that cannot be taken lightly. Today, more than ever, we know that no man is an island, but George Bernard Shaw may have said it best:

Independence, that's middle-class blasphemy. We are all dependent on one another, every soul of us on earth.

Occasional Reports from UCLA Junior College Leadership Program:

1. Frederick C. Kintzer. *Faculty Handbooks in California Public Junior Colleges* Junior College Leadership Program, Occasional Report No. 1). Los Angeles: University of California, Los Angeles, 1961. Price, $1.00.
2. Frederick C. Kintzer. *Board Policy Manuals in California Public Junior Colleges* (Junior College Leadership Program, Occasional Report No. 2). Los Angeles: University of California, Los Angeles, 1962. Price, $1.00.
3. *Institutional Research in the Junior College—A Report of a Conference* (Junior College Leadership Program, Occasional Report No. 3). Los Angeles: University of California, Los Angeles, 1962. Price, $1.50.
4. Frederick C. Kintzer. *President's Report in American Junior Colleges* (Junior College Leadership Program, Occasional Report No. 4). Los Angeles: University of California, Los Angeles, 1963. Price, $1.50.
5. *Establishing Junior Colleges* (Junior College Leadership Program, Occasional Report No. 5). Los Angeles: University of California, Los Angeles, 1964. Price, $1.50.
6. B. Lamar Johnson. *Islands of Innovation* (Junior College Leadership Program, Occasional Report No. 6). Los Angeles: University of California, Los Angeles, 1964. Price, $1.00.
7. B. Lamar Johnson, ed. *New Directions for Instruction in the Junior College* (Junior College Leadership Program, Occasional Report No. 7). Los Angeles: University of California, Los Angeles, 1965. Price $2.00.
8. B. Lamar Johnson, ed. *The Junior College Library* (Junior College Leadership Program, Occasional Report No. 8). Los Angeles: University of California, Los Angeles, 1966. Price, $2.00.
9. B. Lamar Johnson, ed. *Systems Approaches to Curriculum and Instruction in the Open-Door College* (Junior College Leadership Program, Occasional Report No. 9). Los Angeles: University of California, Los Angeles, 1967. Price $2.00.
10. Ervin L. Harlacher. *Effective Junior College Programs of Community Services: Rationale, Guidelines, Practices* (Junior College Leadership Program, Occasional Report No. 10). Los Angeles: University of California, Los Angeles, 1967. Price, $2.00.
11. Arthur M. Cohen, in collaboration with Florence B. Brawer. *Focus on Learning: Preparing Teachers for the Two-Year College* (Junior College Leadership Program, Occasional Report No. 11). Los Angeles: University of California, Los Angeles, 1968. Price, $2.00.
12. B. Lamar Johnson, ed. *The Experimental Junior College* (Junior College Leadership Program, Occasional Report No. 12). Los Angeles: University of California, Los Angeles, 1968. Price, $2.00.
13. B. Lamar Johnson, ed. *The Junior College President* (Junior College Leadership Program, Occasional Report No. 13). Los Angeles: University of California, Los Angeles, 1969. Price, $2.00.
14. Don A Morgan. *Perspectives of the Community College Presidency* (Junior College Leadership Program, Occasional Report No. 14). Los Angeles: University of California, Los Angeles, 1969. Price, $2.00.
15. B. Lamar Johnson, ed. *The Improvement of Junior College Instruction* (Junior College Leadership Program, Occasional Report No. 15). Los Angeles: University of California, Los Angeles, 1970. Price, $2.00.
16. B. Lamar Johnson, ed. *The Junior College Board of Trustees* (Junior College Leadership Program, Occasional Report No. 16). Los Angeles: University of California, Los Angeles, 1971. Price, $2.00.
17. B. Lamar Johnson, ed. *Toward Educational Development in the Community Junior College* (Junior College Leadership Program, Occasional Report No. 17). Los Angeles: University of California, Los Angeles, 1972. Price, $2.00.
18. Frederick C. Kintzer, ed. *Community Junior Colleges and Universities: Partners in Higher Education* (Community College Leadership Program, Occasional Report No. 18). Los Angeles: University of California, Los Angeles, 1973. Price, $2.50.

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